



draft

general management plan/environmental assessment

land protection plan

wilderness suitability review

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# WRANGELL-ST. ELIAS



NATIONAL PARK AND PRESERVE / ALASKA

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# WRANGELL-ST. ELIAS

NATIONAL PARK / PRESERVE  
ALASKA

Draft  
General Management Plan / Environmental Assessment  
Land Protection Plan  
Wilderness Suitability Review



UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

## ANILCA REQUIREMENTS

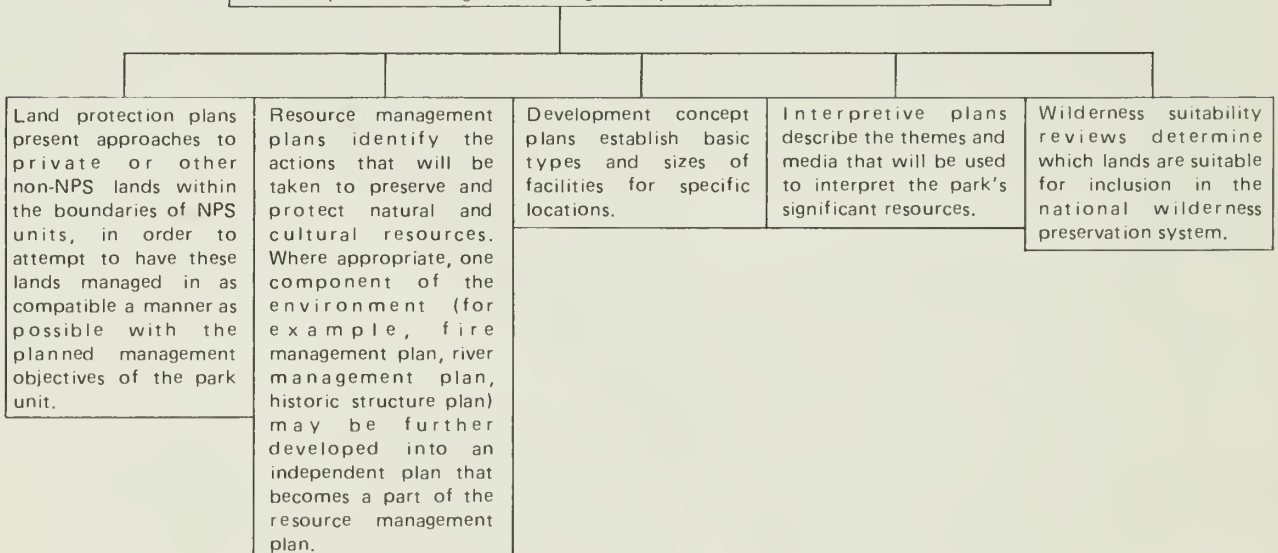
Section 1301 of the Alaska National Interest Lands Conservation Act (ANILCA: PL 96-487) requires the preparation of conservation and management plans for each unit of the national park system established or enlarged by ANILCA. These plans are to describe programs and methods for managing resources, proposed development for visitor services and facilities, proposed access and circulation routes and transportation facilities, programs and methods for protecting the culture of local residents, plans for acquiring land or modifying boundaries, methods for ensuring that uses of private lands are compatible with the purposes of the unit, and opportunities for mutually beneficial cooperation with other regional landowners.



## NPS PLANNING DOCUMENTS

The National Park Service planning process for each park (preserve, monument, or other unit of the system) involves a number of stages, progressing from the formulation of broad objectives, through decisions about what general management direction should be followed to achieve the objectives, to formulation of detailed actions for implementing specific components of the general management plan.

The general management plan addresses topics of resource management, visitor use, park operations, and development in general terms. The goal of this plan is to establish a consensus among the National Park Service and interested agencies, groups, and individuals about the types and levels of visitor use, development, and resource protection that will occur. These decisions are based on the purpose of the park, its significant values, the activities occurring there now, and the resolution of any major issues surrounding possible land use conflicts within and adjacent to the park. The following kinds of detailed action plans are prepared concurrently with or after completion of the general management plan.



Depending largely on the complexity of individual planning efforts, action plans may or may not be prepared simultaneously with the general management plan. If they are prepared after the general plan, the NPS public involvement and cooperative planning efforts are continued until all of the implementation plans are completed.



## SUMMARY

### BACKGROUND

The area set aside by Congress as Wrangell-St. Elias National Park/Preserve encompasses 13.2 million acres of superlative scenery, abundant wildlife, and fascinating human history. This park/preserve is the national park system's largest unit. In conjunction with Kluane National Park in Canada, adjacent to the park/preserve, the two areas encompass the largest parkland in North America. Just less than 200 miles east of Anchorage (see Region map) and bordered by two of Alaska's major highways, the area's richness beckons to river runners, fishermen, scientists, photographers, hunters, trappers, hikers, and mountaineers. Visitors may discover lofty snowcapped peaks, extensive glacial systems, active volcanoes, large herds of Dall sheep and other wildlife, native history, and relics from many old mining operations.

The awe-inspiring mountain landscape was considered for inclusion within the national park system in 1938 when Director of Territories Ernest Gruening recommended that the upper Chitina Valley be proclaimed a national monument. It was finally accomplished in 1978. Recognizing that the area's natural and cultural resources are of such unique value that they are a part of all mankind's heritage, the United Nations Educational, Scientific and Cultural Organization designated Wrangell-St. Elias National Monument and Kluane National Park as a world heritage site on October 26, 1979. On December 2, 1980, it became a park/preserve in the national park system under the Alaska National Interest Lands Conservation Act (ANILCA, PL 96-487, Dec. 2, 1980).

ANILCA directed the Park Service to maintain and perpetuate scenic beauty and natural conditions, protect wildlife habitat and populations, and continue human use and access. ANILCA also requires that each conservation system unit in Alaska have a "conservation and management plan" by December 2, 1985.

The National Park Service has prepared this general management plan to fulfill the management needs of the park/preserve and the legislative requirements of ANILCA. This process provides an opportunity to discuss and suggest management options for the park/preserve. The park/preserve has been operating under an interim management strategy since 1980. The initial park staff has been maintaining existing resource conditions and operating in a manner that preserves future management options. Wrangell-St. Elias currently has few visitor services and few active management programs. The actions described in this plan will guide management and development for 5 to 10 years.



## DOCUMENT ORGANIZATION

This document contains an integrated set of proposals and an environmental analysis for Wrangell-St. Elias National Park/Preserve. Various sections are prepared to meet the requirements set forth in ANILCA and other federal legislation and policies. The document complies with section 1301 of ANILCA and the National Parks and Recreation Act.

Part One: Draft General Management Plan (Proposed Action) describes how the park/preserve will be managed. It contains a "Wilderness Suitability Review" in compliance with section 1317(a) of ANILCA and sections 3(c) and (d) of the Wilderness Act.

Part Two: Land Protection Plan explains what actions are needed to ensure that protection of park/preserve resources is consistent with ANILCA, other applicable laws, executive orders, regulations, and policies.

Part Three: Environmental Assessment contains a description of the natural, cultural, and socioeconomic environments that could be affected by this planning effort, an analysis of the alternatives that were considered during the preparation of the general management plan, and an analysis of impacts resulting from the alternatives and draft plan. The draft plan combines elements, which appear to be the most realistic, from several of the alternatives.

## DRAFT GENERAL MANAGEMENT PLAN SUMMARY

The draft plan (proposed action) addresses current issues and possible management responses. The main issues include cooperative programs; visitor uses; information/interpretation; commercial services; development and access; land management, including minerals management, wilderness suitability, and boundary adjustments; resource management; NPS administrative facilities; and subsistence activities and resident lifestyles. The strategy of this plan is to address these issues while not irreversibly committing park/preserve resources to significantly different uses than are now taking place. This approach will leave future park/preserve management options open.

The draft plan proposes the continuation of unstructured and wilderness-oriented uses, while providing limited new opportunities for a broader spectrum of visitors. Visitors will more easily find most NPS offices and visitor services in communities around the park/perserve. Most of the park/preserve and access to it will remain unchanged. People will continue to pursue self-initiated activities along roads or wilderness-oriented activities in the backcountry.

To implement the visitor use proposals of the draft plan, the Park Service will provide information, orientation, interpretation, and administrative services. The locations of these services will include a headquarters/

visitor center near Glennallen; ranger stations at Slana, Gulkana airport, Chitina, and Yakutat; a summer information station at Valdez; and several wayside exhibits at highway pullouts.

Small developments are proposed within the park/preserve. They have been selected to provide access to resources that exemplify park/preserve values, minimize the impact on rural residents, and minimize or avoid adverse impacts on undisturbed landscapes. A primitive campground will be developed along the Nabesna Road; another may be developed along the McCarthy Road west of the Kennicott River if a demonstrated need becomes apparent.

Private enterprise will have the opportunity to provide visitor services on nonfederal land, such as a modest lodge/campground/store complex. If such facilities are developed, the Park Service will analyze the resulting visitation patterns and initiate a planning effort to determine what, if any, Park Service actions or support facilities are necessary.

Land management actions are proposed to guide land use within the park/preserve. Minerals management is discussed. Adjustments to designated wilderness boundaries are recommended so the boundaries coincide with natural features, and other park/wilderness boundary changes are proposed to protect natural features and important wildlife habitat. About 2,215,000 acres of land within the park/preserve not currently designated as wilderness have been determined suitable for such designation.

Natural and cultural resource management stresses nonmanipulative and nonconsumptive management actions and cooperation with the state of Alaska. Issues such as river management and historic and archeological site management are addressed.

Costs and priorities of plan implementation are outlined. Actions that complete the operational framework for the park/preserve will be the first ones implemented, followed by visitor facilities. Gross construction costs are estimated to be \$6,755,000.

## LAND PROTECTION PLAN SUMMARY

The draft land protection plan has been produced to ensure that protection of the resources in Wrangell-St. Elias National Park/Preserve is consistent with ANILCA, and other applicable laws, executive orders, regulations, and policies.

The major elements addressed by this plan include (1) the identification of nonfederal lands within the park's boundaries that need to be protected; (2) the minimum interest in those lands that the National Park Service must acquire; (3) the recommended means of acquiring lands or interest in lands; (4) priorities for protection to ensure that available funds are used to protect the most important resources; (5) impacts of the land protection plan on local residents; (6) the amount, type, and density of private use or development that can take place without harming park/preserve resources; and (7) external activities that have or may



have effects on park/preserve resources and land protection requirements.

The top priorities for land protection actions include relatively unimproved parcels most important to maintaining the undeveloped character in large or key sections of the park/preserve. These are tracts of land where changes in the minerals market or general economic situation would most likely result in development, or where subdivision and sale of smaller lots is possible. Acquisition of interests (fee or less-than-fee) in these areas is important to meeting the congressional intention that the National Park Service prevent substantial population increases, land speculation, and further subdivision within national park areas. Among the parcels in the top priority group are isolated patented mining claims and small tract entries, small tracts in the Chisana and May Creek/Nizina areas, and small tracts and state lands in the upper Chitina Valley.

### ALTERNATIVES SUMMARY

Alternative A, a no-action alternative, would not change conditions significantly from the 1984 level. The user experience would be unstructured and self-initiated. Wilderness travel, mountaineering, fishing, trapping, and hunting would continue to be the major uses.

Alternative B, like A, would provide an unstructured experience for visitors but would encourage minor improvements to existing roads and a few NPS-sponsored structures and interpretive activities outside the park. Again, wilderness travel, mountaineering, fishing, trapping, and hunting would continue to be the principal uses.

Under alternative C, visitors would find a moderately structured experience along road corridors, with campgrounds, cabins at Nabesna, and some interpretive activities. The state would be encouraged to make modest road improvements. The backcountry would remain undeveloped; however, there would be some shelter cabins and improved stream crossings.

Under alternatives A, B, and C, any commercial development would be by the private sector on private lands.

Under alternative D, major concessioner developments would be at Orange Hill, the upper Kuskulana Valley, and Iron Mountain. A good road would provide access for most users to these developments, and accommodations, food service, liverys, park interpretive programs, and improved trail systems would be provided in adjacent areas. The remainder of the backcountry would remain primitive. This strategy would enable most potential users to easily find areas that suit their experience levels and needs. Most land would remain undeveloped.

An alternative E that featured extensive development throughout the park was included in the "Alternatives Workbook." That alternative approximated the 1973 Master Plan suggested to Congress for a proposed park in the Wrangell Mountains. Because of the negative public

response, an estimated cost of over \$90 million, potential for significant environmental impacts, and general agreement that this type of development would not be appropriate, this alternative was dropped from further consideration.

## ENVIRONMENTAL CONSEQUENCES SUMMARY

The environmental consequences of the draft plan would be minor. The draft plan would not affect known threatened or endangered species, floodplains, wetlands, or known archeological/historic sites. The boundary adjustments proposal would result in a net increase of 21,800 acres of designated wilderness area and an increase of 5,100 acres of park. Opportunities for wilderness uses and experiences would continue to dominate.

Minor socioeconomic impacts on local residents would occur because of increased visitation resulting from improved facilities and information on the area. Impacts would include possible trespass on private land, conflicts between consumptive and nonconsumptive users, and increased traffic. Some local temporary employment would be provided through construction activities. Local hire and seasonal employment opportunities would increase.

Impacts of the alternatives would be similar to the draft plan. Under alternatives A, B, and C, local residents would be largely unaffected by NPS development, except for minor road improvements in B and C that could lead to minor increases in use. Under alternative D, impacts on rural residents would result where road improvements increased use; however, development would be located away from settled areas. Economic benefits to the community would be lowest under A and greatest under D.

In all cases it would be seasonal. Impacts on natural and cultural resources would be limited, except under alternative D which would result in the greatest impacts. Impacts from the wilderness boundary adjustment would be minor under C. No wilderness-related impacts would occur under A, B, and D because no change is proposed. Alternative A would limit visitors to a virtually unstructured experience, while alternative D would provide more opportunities for a broader spectrum of visitors. Wilderness opportunities would remain paramount under all alternatives.



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**PART ONE:**  
**Draft**  
**General Management Plan**



## INTRODUCTION TO THE PLAN

This draft general management plan (proposed action) was prepared after a review of the environmental assessment that appears in the third part of this document. It combines elements from several alternatives described and evaluated there. The draft plan describes the programs and facilities that will be provided by the National Park Service to protect natural and cultural resources, support use by visitors and local residents, and administer the park/preserve. The strategy of the plan is to establish a basic framework for NPS administration and public use of the area, while not committing park/preserve land to uses that are irreversible. This strategy will leave park/preserve management options open in the future. The proposed actions are based on current needs and low anticipated visitation levels similar to those that Kluane National Park in Canada experienced during its formative years. The determination of how Wrangell-St. Elias will be managed was based on direction from the legislation establishing the area, NPS policy, and consideration of public comment received during the public involvement process.

## PURPOSE OF THE PLAN/PLANNING ISSUES

The purpose of this plan is to set a course of action for the park/preserve for the next 5 to 10 years. The planning process is designed to develop a systematic approach to the administration and management of Wrangell-St. Elias National Park/Preserve.

The current NPS and public concerns about management of the park/preserve are reflected in the following list of planning issues. They were identified through personal discussions and a workbook involving the public (see the "Consultation and Coordination" section in part three of this document). Resolution of these issues is critical in determining the management direction for Wrangell-St. Elias National Park/Preserve.

Overall Management. National park system management strives for a balance between resource preservation and visitor use. In Alaska, park/preserve management also strives to provide for the continuation of traditional activities. Wrangell-St. Elias is one of the more accessible national park system units in Alaska. Because of its accessibility, there is a long-term potential for high visitation rates. For a newly established area, Wrangells already has experienced a relatively high level of use. The fundamental issues in this planning effort revolve around the level of use that park management believes is appropriate and that can reasonably be expected during the life of the plan. At the present time, only limited visitor facilities and services are provided by the Park Service and the private sector. Are visitor use actions or facilities needed to serve current levels of visitation? Should increased visitation be stimulated or should visitor development be postponed until a greater need is demonstrated?

Visitor Use. Current uses include backpacking, trapping, photography, fishing, mountaineering, hunting, river running, and sightseeing. These self-initiated, wilderness-oriented activities take place along the existing primitive roads and throughout the backcountry. This limits the types and numbers of visitors that can experience Wrangells. Should existing use patterns be maintained? Can the expected increase in visitation be accommodated within existing use opportunities? Should opportunities be provided for more visitors to experience the park/preserve? How can conflicts among different types of users be minimized? Should accommodations be provided for the elderly, disabled, and families?

Information/Interpretation. Visitors can get information from the park/preserve headquarters near Copper Center, at ranger stations, and from local businesses. This information often is not available because rangers are frequently away from the office, and visitors are often unable to obtain detailed information about the park/preserve at local businesses. State highway waysides interpret the history of transportation and communications in the area. Should these services be improved, allowing visitors unfamiliar with the area to better use and appreciate the park/preserve? Should information be provided that explains private property rights and subsistence activities that might be encountered?

Overnight Accommodations. Most people camp along the roadside or in the backcountry. Some stay in existing rustic lodges. Hardy visitors used to these primitive conditions are readily accommodated, but many other visitors are not. Should primitive campgrounds or improved lodging be provided by either private enterprise or the Park Service?

Access. Current access includes cars on dirt roads, airplanes, ATVs (all-terrain vehicle), snowmachines, horses, dogsleds, watercraft, foot, and cross-country skis. Some of these access methods have greater potential than others for causing resource damage or degrading other visitors' solitude. Are there existing problems that require attention? Should existing patterns of access be changed?

NPS Facilities. The administration of the park/preserve requires support facilities such as ranger stations, maintenance facilities, and housing. To manage a 13-million-acre park/preserve will require several means of access for patrol and resource management and support and visitor facilities at several locations. Maintenance facilities for vehicles, equipment, and other property will be needed. Many of the existing facilities are inadequate--too small, poor location, inadequate plumbing and heating, etc. Where should these be located? What is needed at each location?

Nonfederal Lands. The park/preserve contains about 1.0 million acres of nonfederal land. Current nonfederal land uses include mining; commercial services like rustic lodging, bars, and guide operations; farming; and residential use. Much nonfederal land is



not currently being used and is for sale or being held for speculation. What land uses are not compatible with the purposes for which the park/preserve was established? What arrangements between the Park Service and private landowners will ensure the most mutually beneficial uses of public and private lands inside and outside the park/preserve?

Boundary Changes. ANILCA permits minor boundary adjustments of a net increase or decrease of up to 23,000 acres. In some places the wilderness boundary follows township lines, making boundary identification difficult on the ground. Can these problems be corrected by changing the wilderness boundary? The park boundary in the Icy Bay area also follows township lines in an area complicated by nonfederal ownership. The nonfederal landowners wish to use some land for resource extraction, and there are other areas where significant natural features lie outside the park boundary. Can boundary changes produce mutually beneficial results for both interests?

Wilderness Suitability. ANILCA requires that all nonwilderness public land in the park/preserve be analyzed for its suitability as wilderness. This analysis will evaluate all nonwilderness lands against a set of criteria that are based on the requirements of the Wilderness Act. Which of these public lands are suitable for wilderness designation?

Resource Management. Numerous cultural and natural resource management issues are being addressed by a detailed resource management plan. See appendix C for a list of proposed resource management projects. Should resource management data collection rely on consumptive or nonconsumptive methods? Should resource management actions be accomplished through manipulative or nonmanipulative actions? Should the Park Service direct or cooperate with agencies, universities, or individuals concerned with the park/preserve's resources? What resource management actions should be taken that respond to the purposes of the park/preserve?

## PURPOSE OF THE PARK/PRESERVE

The intent of Congress provides some guidance to help determine management direction. The purposes of the park/preserve as specified in ANILCA are to

maintain unimpaired the scenic beauty and quality of high mountain peaks, foothills, glacial systems, lakes and streams, valleys, and coastal landscapes in their natural state; to protect habitat for, and populations of, fish and wildlife including but not limited to caribou, brown/grizzly bears, Dall sheep, moose, wolves, trumpeter swans and other waterfowl, and marine mammals; and to provide continued opportunities, including reasonable access for mountain climbing, mountaineering, and other wilderness recreational activities. Subsistence uses by local residents shall be permitted in the park, where such uses are traditional in accordance with the provisions of title VIII.

The general purposes of the conservation system units established under ANILCA, defined in sections 101 (a), (b), and (c), are as follows:

to preserve for the benefit, use, education, and inspiration of present and future generations, certain lands and waters in the state of Alaska that contain nationally significant natural, scenic, historic, archeological, geological, scientific, wilderness, cultural, recreational, and wildlife values.

to preserve unrivaled scenic and geological values associated with natural landscapes; to provide for the maintenance of sound populations of, and habitat for, wildlife species . . . including those species dependent on vast relatively undeveloped areas; to preserve in their natural state extensive unaltered arctic tundra, boreal forest, and coastal rainforest ecosystems; to protect the resources related to subsistence needs; to protect and preserve historic and archeological sites, rivers, and lands, and to preserve wilderness resource values and related recreational opportunities including but not limited to hiking, canoeing, fishing, and sport hunting, within large arctic and subarctic wildlands and on freeflowing rivers; and to maintain opportunities for scientific research and undisturbed ecosystems.

consistent with management of fish and wildlife in accordance with recognized scientific principles and the purposes for which each conservation system unit is established, designated, or expanded by or pursuant to this act, to provide the opportunity for rural residents engaged in a subsistence way of life to continue to do so.

Section 203 of ANILCA directs that the park/preserve be administered in accordance with the act of August 25, 1916, which established the National Park Service. It specifies that the purposes of a national park unit are to "conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations." The general management plan adopted for Wrangell-St. Elias National Park/Preserve will strive to fulfill the above purposes.



## VISITOR USE AND DEVELOPMENT

### USER OPPORTUNITIES

During the next decade, it is expected that visitor use will increase significantly over existing levels--from an estimated 22,200 visitors in 1984 to between 48,000 and 67,000 visitors or more by 1995 (see "User Analysis" section). Self-initiated, wilderness-oriented activities along existing roads and in the backcountry will continue to be the primary user activities. However, to accommodate some of the increased visitation, the Park Service will provide new opportunities for a broader spectrum of visitors to experience Wrangells.

Users of the park/preserve's superlative resources may select from three types of opportunities. The first of these opportunities is not currently available to any significant degree. The other two opportunities encompass current wilderness-oriented activities that are expected to dominate use patterns.

Opportunities will be provided for first-time visitors. Information/orientation will be provided along highways adjacent to the park/preserve for the thousands who pass by and see the peaks, glaciers, and rivers but do not plan to visit the park/preserve. Those seeking a more in-depth experience will be able to get information before venturing into the park/preserve.

The second type of opportunity will be unstructured use and access along roads in the park/preserve. People traveling along the roads will independently pursue activities such as sightseeing, camping, hunting, and fishing. This will involve little change from existing conditions.

The third type of opportunity will be wilderness-oriented use of the backcountry for those seeking a more remote experience. The opportunities and means of access for wilderness-oriented activities will remain essentially as they are now. The vast majority of the park/preserve will remain for the wilderness traveler, hunter, mountaineer, fisherman, trapper, and river runner.

### INFORMATION/INTERPRETATION

Visitors can get information from the park/preserve headquarters near Copper Center, at ranger stations, and from local businesses. This information is often not available because rangers are frequently away from the office and visitors are often unable to obtain detailed information about the park/preserve at local businesses.

Information will attempt to respond to visitors' interests to further explore the area and its resources. This information will be available so that visitors know what conditions to expect, will be aware of the park/preserve's rewards and hazards, and can prepare for a safe trip without eliminating the opportunity for exploration and discovery.

The interpretive program will focus on processes and relationships within a northern mountain landscape. The process of mountain building through plate tectonics/faulting and volcanism is integral to other landscape features. The mountains have been sculpted by the erosive forces of glaciers and rivers. The abundance and diversity of glaciers relate to mountains in a northern location between continental and maritime weather systems. Variations in weather, altitude, and topography provide diverse habitats for vegetation, fish, and wildlife.

One of the greatest concentrations of wild sheep in the world thrives in this mountainous terrain. Man's use of this mountain landscape has been minimal. Native Americans inhabited the area for thousands of years because of the fish, wildlife, and other useful natural resources. Then prospectors were attracted to the area because of the rich mineral deposits in the mountains. The transportation network serving the mining operations had to overcome the challenges of this rugged landscape. Today the establishment of the park/preserve reflects society's attraction to and fascination with the history, ecology, geology, and solitude of this sublime mountain landscape. As the world's population grows and more areas become developed, the Wrangell-St. Elias area will become more important to all mankind.

The information/interpretation program will be provided outside the park/preserve. Wayside exhibits prepared in cooperation with the state of Alaska will be placed at strategic locations where the park/preserve is visible from the state highway system. These exhibits will describe the area's resources and history.

A visitor center near Glennallen will have exhibits and audiovisual programs to introduce users of all interest levels to the area. Exhibits will describe the natural and cultural history of the region. In the visitor center, information brochures and other resource materials will be available.

Ranger stations at Slana, the Gulkana airport, Chitina, and Yakutat will also serve as visitor contact stations. Because of intermittent staffing, bulletin boards will provide pertinent information to the visitor. The Park Service will cooperate with the Valdez Chamber of Commerce to jointly operate a summer information center in Valdez. Information displays will also be provided at the Cordova and Yakutat airports.

Signs will be minimized. Wayside exhibits at selected locations will explain private property rights to minimize trespass, interpret significant resources, and identify safety hazards. To mitigate potential user group conflicts, information will be provided on bulletin boards and in the literature advising visitors that sport hunting occurs in the preserve and subsistence activities by local rural residents occur in the park.

### COMMERCIAL SERVICES

Current visitor needs within the park/preserve are chiefly transportation, guides, food, and lodging. Private enterprise appears to be adequately meeting the current demand for these services, and concession services

are not proposed. However, within the next few years a commercial services study will evaluate the private sector's capability for, and interest in, continuing to meet the projected demands for visitor services and to identify problems that may develop with the increasing popularity of the area for recreation. The study will address transportation, lodging, and guide services, compiling data from state visitor and transportation studies, the future business plans of local landowners, the hospitality industry, tour and air taxi operators, the Alaska Visitor Association, Alaska Division of Tourism, native regional and village corporations, and other interested persons, organizations, and agencies. This analysis is to be updated every five years.

When future visitor statistics have been thoroughly studied and performance data for established commercial operations assessed, a determination will be made regarding what additional visitor services are needed and appropriate, if any, to accomplish the purposes for which the park/preserve was established. Private enterprise will most appropriately continue to provide visitor services on private land in the park/preserve. Likely locations include Ahtna Regional Corporation land in the upper Kuskulana Valley, University of Alaska land in the Chitina Valley, and private land near Strelna, Jack Lake, or the end of the Nabesna Road. If development, such as a lodge/campground/store complex is constructed, the Park Service will monitor visitation levels and patterns to determine if support facilities (e.g., trails, exhibits, etc.) are needed. Within a few years and once visitation trends are established, the Park Service will begin a plan for the affected area of the park or a new general management plan. The Park Service will work with the developer to encourage the design of facilities compatible with the natural setting. Existing, smaller visitor service operations will also be encouraged.

If it appears, after the concession analysis, that concession operations on federal lands are warranted, the Park Service will issue concession permits and contracts to those operators best able to meet the needs of visitors and most interested in and capable of protecting the resources.

Commercial services will be managed in compliance with ANILCA, sec. 1307. Persons who were providing a commercial service on or before January 1, 1979, will be permitted to continue that business if it is consistent with the purposes of the park/preserve. Compatibility of use of nonfederal lands within the park/preserve, including commercial services, are discussed in the land protection plan. If a concession contract is determined necessary for any visitor service, except sport hunting or fishing, preference will be given to the most directly affected native corporation and local residents when selecting the concessioner.

## ACCESS

Current access includes cars on dirt roads, airplanes, ATV (all-terrain vehicle), snowmachines, horses, dogsleds, watercraft, foot, and cross-country skis. Some of these access methods have greater potential than others for causing resource damage or degrading other visitors'



solitude. Limitations on access also affect the type of activities that visitors will pursue.

Access is guaranteed to nonfederal land, subsurface rights, and valid mining claims but is subject to reasonable regulation to protect the values of the public lands that are crossed (ANILCA, sections 1110 and 1111). Use of snowmachines, motorboats, airplanes, and nonmotorized surface transportation methods is permitted by local rural residents for traditional activities where those activities are allowed and for travel to homesites and villages. Transportation methods may be regulated to protect the values of the park/preserve. Use of airplanes is prohibited for subsistence hunting, fishing, or trapping in the park (except on the Malaspina forelands by Yakutat residents). Airplane, snowmachine, and motorboat access for recreational activities within the designated wilderness is permitted where such use is already established (see appendixes G and H for further details related to general access and access in wilderness).

In the Malaspina forelands area of the preserve, no action will be taken to unreasonably restrict valid commercial fishing activities or the use of campsites, cabins, motorized vehicles, and aircraft that are directly related to commercial fishing as long as such uses do not expand significantly beyond the 1979 level (ANILCA, sec. 205).

An inventory will be conducted to identify areas traditionally used by motorboats, aircraft, horses and other pack animals, snowmachines, and offroad vehicles (ORVs), including all-terrain vehicles (ATVs). This will be important information for future planning if user conflicts or resource damage should develop.

The terms ORV and ATV are used interchangeably. An offroad vehicle is any motor vehicle designed for or capable of cross-country travel on or immediately over land, water, sand, snow, ice, marsh, wetland, or other natural terrain, except snowmachines or snowmobiles (36 CFR 13.1). Snowmachines are covered in other provisions (see appendix G).

The use of ORVs by local rural residents for subsistence purposes will be permitted on designated routes, where their use was customary and traditional, under a permit system operated by the superintendent. The superintendent will designate routes in accordance with Executive Orders 11644 and 11989 and 36 CFR 4.19. Currently, ORV use is limited to existing routes under permits issued by the superintendent. In response to existing vegetation damage and soil erosion, an ORV study has been initiated to determine each route's ability to withstand various levels of ORV use according to soil, vegetation, and vehicle types. Based on this study, the superintendent will close routes, designate routes, and impose restrictions on the season of use, type and size of ORV vehicles, or the number of vehicles (pursuant to 36 CFR 1.5 and 13.30). The restrictions will be imposed to protect park/preserve resources and values by preventing the random expansion of ORV use off designated routes and the damage that ORV use can cause, ensuring customary and traditional access according to ANILCA, sec. 811. Any closures, designations, or restrictions will be promulgated as special regulations pursuant to 36 CFR 4.19. The public will have the opportunity to review and comment on any proposed regulations prior to the final rulemaking. Because the resulting

DESIGNATED ACCESS ROUTE (YEAR-ROUND)


DESIGNATED ACCESS ROUTE (WINTER ONLY)

MAINTAINING SUBSTANTIAL NONFEDERAL INTERESTS  
ROADS AND TRAILS ARE TOO NUMEROUS TO  
THIS SCALE

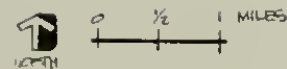
FEDERAL INTERESTS PURSUANT TO  
F ANILCA

EA ACCESS\*



- — — PROPOSED DESIGNATED ACCESS ROUTE (YEAR-ROUND)
- ..... PROPOSED DESIGNATED ACCESS ROUTE (WINTER ONLY)
-  AREAS CONTAINING SUBSTANTIAL NONFEDERAL INTERESTS  
EXISTING ROADS AND TRAILS ARE TOO NUMEROUS TO  
SHOW AT THIS SCALE

\*ACCESS TO NONFEDERAL INTERESTS PURSUANT TO  
SECTION 1110 OF ANILCA



# PROPOSED CHISANA AREA ACCESS\*

WRANGELL-ST. ELIAS NATIONAL PARK AND PRESERVE  
UNITED STATES DEPARTMENT OF THE INTERIOR/NATIONAL PARK SERVICE

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resource damage is contrary to existing regulations and policy, recreational use of ORVs, including ATVs, off established roads and parking areas will be prohibited (ANILCA 201(9) and 1110, E.O. 11644 and 11989, 36 CFR 4.19 and 13.14, and NPS Management Policies).

Designated access routes to nonfederal interests (e.g., inholdings including mining claims) authorized under title XI of ANILCA or other statutory authority may be opened to public use pursuant to special regulations (36 CFR 4.19) after appropriate environmental compliance and public review. Before proposing such designations, the superintendent will consider the potential for resource damage and user conflicts and the availability of public lands along and at the terminus of the route to prevent trespass on private lands. All ORV use will be subject to permits and restrictions necessary to prevent resource damage. These restrictions will limit the size and type of vehicle, season of use, and other conditions necessary to protect the resource.

An example of an area where access routes may be designated as open for public use is the Chisana area in the northeastern portion of the park/preserve. Recent subdivision and sale of private land in Chisana has created an influx of seasonal residents, which resulted in a need to provide access routes to villages and homesites. Surrounding Chisana is a system of well-defined routes that have been traditionally used by local residents to provide access, pursuant to section 1110 of ANILCA, to various nonfederal interests in the surrounding lands. The National Park Service proposes to designate those routes and areas that have been traditionally used by local landowners to reach nonfederal interests as open to the public. Such designations will be subject to restrictions necessary to protect resource values and prevent user conflicts (see Proposed Chisana Area Access map). Some maintenance and rehabilitation of the routes by the National Park Service may be necessary to accommodate public use.

Access routes where resource damage will be created from increased use will not be open for public use. However, if a demonstrated public need arises, the National Park Service will consider developing and designating such routes as roads suitable for public use. Development and designation of new roads will be subject to protection of resource values, compatibility with park/preserve purposes and management objectives, and availability of alternate routes or other access means (e.g., airplanes).

## GENERAL DEVELOPMENT

For the Park Service to manage a 13-million-acre area will require support and visitor facilities at a number of locations. Many of the existing facilities are too small, poorly located, have unsatisfactory utilities, or are otherwise inadequate.

Most administrative and visitor facilities will be near communities along the state road system near the park/preserve. This will establish a basic operational foundation for the park/preserve and serve the public. The park/preserve's backcountry and road corridors will be relatively unaffected. Facilities outside the park/preserve will use existing utility

systems and allow staff members to become involved in community activities. Where possible, any visitor and administrative facility will be located on native land in conformance with section 1306 of ANILCA.

Under the stipulations of section 1303 of ANILCA, permits may be issued for the use and occupancy of cabins and other improved property on park/preserve land. Cabins not under such permits can be used for public recreation, official government business, and emergencies.

In accordance with section 1316(b) of ANILCA, the National Park Service proposes to prohibit the establishment on public lands of any new "...tent platforms, shelters and other temporary facilities and equipment directly and necessarily related to..." the taking of fish and wildlife in the preserve portion of Wrangell-St. Elias. Such new facilities or equipment will constitute a significant expansion of existing facilities or uses that will be detrimental to the purposes for which the preserve was established. Temporary structures in support of subsistence activities are authorized under existing regulations (36 CFR 13.17). A separate determination will be made on what constitutes significant expansion of temporary facilities related to commercial fishing on the Malaspina forelands (ANILCA, sec. 205).

Floodplain information does not exist, and flood hazard studies will be conducted prior to site selection for any development near or in a floodplain. Studies will determine 100-year and 500-year flood levels and analyze flood history, flashflood potential, and flood durations. Other resource information will also be needed, such as soil stability, sensitive wildlife habitat, and impacts on subsistence activities.

Any new public facilities will comply with the requirements of the Architectural Barriers Act of 1968, Rehabilitation Act of 1973, and Rehabilitation Act amendments of 1974.

### Glennallen Area

A visitor center/headquarters complex will be located as close to the intersection of the Glenn and Richardson highways as practicable. (Approximate sizes or quantities and costs for all development proposals are presented in table 1 and appendix D.) This facility will house the administrative offices and will be the primary visitor service facility. The visitor center/headquarters may be in long-term leased facilities or cooperatively developed facilities with other agencies, or the Park Service may acquire land and build. A maintenance operation consisting of garage space for vehicles, shop space, and storage will be located here. Employee housing (approximately six permanent and four seasonal units) will also be developed in the area. If practicable, the housing will be integrated with the community rather than in a compound-type situation.

The Sanford District ranger station will be in the existing Park Service operations center at the Gulkana airport.

SLANA  
RANGER STATION

GULKANA AIRPORT  
RANGER STATION

GLENNALLEN AREA  
PARK HEADQUARTERS  
VISITOR CENTER

TO ANCHORAGE

CHITINA  
RANGER STATION

VALDEZ

VALDEZ  
VISITOR CONTACT

KENNICOTT RIVER -  
PARKING, RELOCATED  
INFORMATION WAY  
CAMPGROUND

COPCOYA  
INFORMATION / INTER  
WAYSIDE

MAY CREEK  
OPERATIONS BASE

COOPERATIVE WAYSIDE

DEVELOPMENT PROPOSAL

----- PRESERVE BOUNDARY

----- PARK BOUNDARY

SNOW AND ICE

STEEP ROCK

MOUNTAIN SLOPES

VALLEYS AND RIVERS

PAVED ROAD

DIRT ROAD



HAINES JUNCTION

TO WHITEHORSE

TO HAINES

# DRAFT GENERAL DEVELOPMENT PLAN

WRANGELL • ST. ELIAS  
national park and preserve / alaska

UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

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## Chitina Valley

Chitina will be the site of a district ranger station, maintenance facility, and employee housing (seasonal and permanent). These may be in leased facilities or built by the Park Service on land acquired for an administrative site.

Because of accessibility, the McCarthy/Kennecott area is a destination or wilderness staging area for many users. This use could create problems like trash accumulation, parking congestion, trespass on private property, or vegetation damage or soil erosion from random camping. If problems become obvious and private enterprise does not fulfill visitor needs, the Park Service will place a small campground and parking area west of the Kennicott River above the floodplain. It may be necessary to lease or acquire private lands. A floodplain study will be necessary for this area and must precede any site planning.

Access across the Kennicott River will remain a nonfederal responsibility. A new tram system has been designed and built through the efforts of the local residents.

A logistical and operations center for the upper Chitina Valley will be developed at May Creek because of its excellent airstrip and central location. It may be on federal land adjacent to the airstrip or in existing buildings if acquisition or a long-term lease agreement can be negotiated with the owner. This operations center will serve as a base for research, resource management, backcountry patrols, fire management, and search and rescue. Tent frames, cabins, and storage will be needed for these operations.

## Slana-Nabesna Area

The Park Service ranger station will remain in its newly established location. In addition, a small maintenance facility and employee housing will be developed. Existing tent frames in the Jack Lake area will remain an intermittent seasonal ranger station.

Private enterprise will be encouraged to develop a campground between mile 25 and the end of the Nabesna Road. If private enterprise does not, the Park Service will develop a small primitive campground and information/orientation wayside there. A campground will provide a central location for the hikers, hunters, and other recreationists using this part of the park/preserve. This facility should discourage campers from trespassing on private property along the Nabesna Road and camping indiscriminately along the roadside.

The Rambler and Nabesna mines are now undergoing development for ore production. Visitor use in these areas could be hazardous. The Nabesna mine area, which includes a historic townsite and mine and a contemporary mining operation, is an interesting destination for park users if they can be safely accommodated. Negotiations will be initiated with the owners for permission to install an information/interpretation wayside near the townsite. The wayside will explain the area's status as



private property and the safety hazards of the area. The area's history and contemporary operations will be interpreted. Before public use is permitted, a detailed evaluation of public health hazards and a plan to resolve any related problems will be completed.

At Chisana, a backcountry access site, the Park Service will have an equipment cache and fuel storage to support patrols, rescues, and resource management activities.

### Coastal Areas

A district ranger station at Yakutat will provide information and a patrol base to serve the coastal areas and the St. Elias Range. Seasonal and permanent housing and a small maintenance facility will be provided. Information displays at the Yakutat and Cordova airports will inform visitors about the coastal area and adjacent federal lands. A visitor contact station will be operated during the summer in Valdez.

### Backcountry

Selected cabins will be maintained as shelters. Otherwise, the backcountry will remain essentially unchanged.

## LAND MANAGEMENT

### MANAGEMENT ZONING

The National Park Service will not designate management zones until further studies produce more definitive knowledge of the resources in the park/preserve. Management zones, as used by the National Park Service, set predominant uses for designated areas within park system units (e.g., development zones, natural zones, cultural zones, etc.). Such zoning is premature in most of the new park units in Alaska.

### MINERALS MANAGEMENT

The federal lands within the park/preserve have been withdrawn from additional mineral location, entry, and patent under the United States mining laws and disposition under the mineral leasing laws. However, the park/preserve was also established subject to valid existing rights, including existing recorded unpatented and patented mining claims established under the U.S. mining laws.

The NPS minerals management regulations for mining and mining claims under 36 CFR 9A govern all activities associated with the exercise of valid existing mineral rights on claims within any unit of the national park system. The scope of these regulations extends to all patented and valid unpatented mining claims established under the U.S. mining laws. The intent of the regulations is threefold:

- to ensure that mining activities occur in a manner consistent with the purposes of the national park system and its collective park units

- to prevent or minimize damage to park resource values

- to ensure that the park units and associated pristine values are preserved for the benefit of present and future generations

The regulations under 36 CFR 9A do not apply to mining claims filed on state lands. The submerged lands beneath navigable rivers within the park/ preserve are state lands on which mining claims may be filed. The National Park Service recommends that the state of Alaska close its submerged lands within the park/preserve to mining claim entries. The action of closing state lands to mining claim entries will be consistent with the withdrawal of federal lands within the park/preserve from additional mineral location, entry, and patent under the U.S. mining laws (subject to valid existing rights), and supportive of the purposes for which the park/preserve was established.

Management objectives will be more precisely defined on lands within the park/preserve as more detailed baseline information and resource data becomes available. Accordingly, the 36 CFR 9A regulations may prove to be inadequate for protecting park resources or achieving general or specific management objectives in Wrangell-St. Elias National Park/Preserve. This will occur, for example, in situations where mining

claims embrace lands deemed necessary for future park management or visitor use facilities, or where studies identify the presence of sensitive resources near or within claim areas. Therefore, a more effective protection method will be required (discussed further in the land protection plan).

Currently, the National Park Service is conducting an environmental overview and analysis of mining effects for the park/preserve. When completed, it will include a comprehensive review of mining claims and their status; an assessment of the potential environmental consequences of future mining; and an assessment of existing impacts. Following completion of the study, a minerals management program will be developed for the park/preserve. Such a program may identify sensitive resource areas, specify required mitigating measures and operating stipulations; and outline procedures for processing plans of operation and monitoring mining activities for plan compliance.

### BOUNDARY CHANGES

Section 103(b) of ANILCA permits the secretary of the interior to make minor boundary adjustments. These adjustments are limited to a net increase or decrease of up to 23,000 acres in the gross acreage of the unit.

A series of minor changes is proposed for the wilderness boundary (see the Proposed Boundary Change map in the back pocket). The purposes of these changes are to move the wilderness boundary from section lines to natural features that can be identified on the ground more easily by park/preserve users and staff. These changes will affect the status of about 159,000 acres. The net change of the adjustment will add approximately 16,700 acres to the wilderness.

Peripheral boundary changes are also proposed. One of these will adjust the park/wilderness boundary near Mount McPherson west of Icy Bay. The boundary will be adjusted to exclude approximately 5,100 acres of land. Much of it has been applied for by Chugach Natives, Inc. (see Land Status map in back pocket). These lands may have mineral values, and management for those values will be inconsistent with the purposes of the park/preserve. The boundary will be redrawn to follow the ridge crest of which Mount McPherson is a prominent part. In conjunction with this deletion, the National Park Service proposes to include approximately 3,200 acres of state land on the south end of Guyot Glacier. All of this acreage is glacier-covered and the change will bring the park boundary in line with the hydrographic divide, making it easier to identify the boundary in the field. These changes will move the park/wilderness boundary from section lines to natural features and will eliminate the potential for land uses that will conflict with the purposes of the park/preserve.

Another proposed boundary adjustment involves the western portion of the Malaspina Glacier. Approximately 101,100 acres east of Icy Bay are outside the park boundary. Within this area is a portion of the Malaspina Glacier, which is a designated national natural landmark, and a portion of

the piedmont forelands used by migratory birds and other wildlife that consists of lakes, streams, beach, wetlands, and forests. Once land selections are resolved in this area, the National Park Service will like to include in the park those lands in this area remaining in federal ownership that will otherwise be managed by the Bureau of Land Management. It is anticipated that there will be about 40,900 acres of federal land left after Chugach Natives, Inc., has settled its land claims in the area.

In conjunction with this addition of park/wilderness, a deletion of about 33,900 acres of park/wilderness will be made in the upper Steller Glacier area that lies outside the western end of the Bagley Icefield.

This boundary adjustment will place those portions of the Malaspina Glacier outside the present boundary within the park boundary. These lands and those to the west were originally proposed to be part of the Wrangell-St. Elias park lands between Icy Bay and Yakutat Bay, but they were excluded at the time the park/preserve was established because of native selections and the yet unsettled nature of the Chugach natives land claims. The initial adjustment will include the western portion of the Malaspina Glacier in the park/wilderness--a major feature of this area. Native selections of these lands (approximately 37,800 acres) have now been relinquished except for five bordering sections (3,200 acres) held for further consideration by Chugach Natives, Inc. The deletion of a portion of the Steller Glacier is not viewed as harmful to the purposes of the park/preserve. The integrity of the adjacent Bagley Icefield, another major glacial feature, is maintained. This deleted segment of the Steller Glacier has significance primarily if the entire Steller Glacier and the Bering Glacier were to be added to the park.

In addition, the National Park Service will be interested in acquiring any of the lands now owned by Chugach Natives, Inc., between the Malaspina Glacier and the eastern shore of Icy Bay that are contiguous to federal parklands. The National Park Service proposes to seek legislation that will allow automatic addition of these lands to the park at the time they are acquired in the event that Chugach Natives, Inc., will be willing to exchange these lands for other lands or donate any of these lands for tax advantages. This legislation will be similar to section 1302(i) of ANILCA.

The proposed wilderness boundary and park/wilderness boundary changes will result in a net increase of approximately 21,800 acres of wilderness and a net increase of approximately 5,100 acres of park. These changes are within the 23,000-acre limit set by Congress for minor boundary adjustments to conservation system units (ANILCA, sec. 103(b)).

Insufficient information is available upon which to make recommendations for other park/preserve boundary changes at this time. Needed information includes resource inventories, subsistence use records, and resolution of land entitlements. This information will be gathered through projects identified in the park/preserve resource management plan. Based on this information, other boundary adjustments may be proposed in future management plans.



## WILDERNESS SUITABILITY

Approximately 9,687,000 acres of wilderness were designated by ANILCA in the park/preserve, leaving about 3,498,000 acres as nonwilderness. (These are the gross acreages within the wilderness and nonwilderness boundaries. Nonfederal lands within the wilderness boundary are not part of the designated wilderness.)

Section 1317(a) of ANILCA directed that a review be made of the suitability or nonsuitability for preservation as wilderness of all lands not so designated by the act. Section 1317(b) specifies that "the Secretary shall conduct his review, and the President shall advise the United States Senate and House of Representatives of his recommendations, in accordance with the provisions of sections 3(c) and (d) of the Wilderness Act." The president is to make his recommendations by December 2, 1987.

The Wilderness Act of 1964 defines wilderness as follows:

(3) (c) A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean in this Act an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.

Wilderness review criteria specific to Wrangell-St. Elias were developed that reflect the act's definition of wilderness. These criteria were applied to all nonwilderness lands in the park/preserve to determine their suitability.

### Land Status

Federal land - suitable

Federal land under application, unpatented mining claims, and cemetery and historic sites - unsuitable; may be suitable if relinquished

Patented land - unsuitable

### Mining Development

Minor past activities and disturbance, and seismic line scars - suitable

Major past and current activities - unsuitable



#### Roads and ATV Trails

- Unimproved and unused or little used roads or ATV trails - suitable

- Improved and regularly used roads or ATV trails - unsuitable

#### Airstrips

- Unimproved or minimally improved - suitable

- Improved and maintained - unsuitable

#### Cabins

- Uninhabited structures; hunter, hiker, and patrol cabins - suitable

- Inhabited as a primary place of residence - unsuitable

#### National Park Service Development

- Trails and backcountry cabins - suitable

- Existing roads, campgrounds, lodges, ranger stations, etc. - unsuitable

#### Size of Units

- Greater than 5,000 acres, adjacent to existing wilderness or a manageable size - suitable

- Less than 5,000 acres or an unmanageable size - unsuitable

#### Historic and Archeological Sites

- Not currently used or intended for primary visitor use - suitable

- Primary visitor attractions - unsuitable

Much of the nonwilderness land is not in federal ownership, and as such, does not qualify for wilderness designation. Some of the nonwilderness lands are under application, and if relinquished or determined invalid, may qualify for wilderness designation in the future.

Based on a preliminary review, it is determined that the following federal nonwilderness lands do not meet the criteria (see Wilderness Suitability map in back pocket): 1) A narrow strip of land paralleling the shore of the Malaspina forelands (within 100 feet of mean high tide) is unsuitable because of commercial fishing activities; 2) The area around Chisana is unsuitable because of extensive mining development; 3) Several scattered parcels of federal land between the Copper River and Mt. Drum are unsuitable because they are surrounded by nonfederal lands; 4) The Kuskulana River Valley is unsuitable because of mining development; 5) An area east of McCarthy is unsuitable because of its extensive mining claims active mining operations, human habitation, and numerous buildings; and 6) an area between the Nabesna Road and Tanada Lake, and the Suslota Lake trail north of the Nabesna Road that allows access to BLM lands north of the preserve are unsuitable due to regularly used ATV trails.

In total, approximately 2,215,000 acres of nonwilderness lands within the park/preserve meet the criteria as established by the Wilderness Act. Recommendations on whether to designate suitable areas as wilderness will be made following completion of the GMP. An environmental assessment or impact statement will be prepared as part of the wilderness recommendation process. The president is to make his recommendations to Congress by December 2, 1987.

## RESOURCE MANAGEMENT

The issues and studies summarized in this section are further defined in the resource management plan, which identifies specific problems, alternative solutions, and proposed means of accomplishing desired goals. It will be completed in 1985. A list of all studies proposed in the draft resource management plan is provided in appendix C. The resource management plan will be periodically revised to reflect current management issues and provide an opportunity for public involvement.

The National Park Service will cooperate in the management of resources and collection of resource information with appropriate participating agencies. A continuing cooperative relationship will be maintained with the Alaska Department of Fish and Game (ADF&G) for management of fish and wildlife resources. ADF&G will be consulted whenever anadromous fish waters may be affected by Park Service actions, as will the Department of Environmental Conservation if waters or instream flow requirements are affected. The closely related responsibilities of protecting habitat and wildlife populations and providing for fish and wildlife utilization require close cooperation of all resource users, ADF&G, and the National Park Service. The National Park Service and the ADF&G have a master memorandum of understanding that reflects the general policy guidelines by which the two agencies agree to operate concerning the management of fish and wildlife resources and their habitats. The memorandum of understanding is in compliance with section 1314 of ANILCA, which specifies the responsibilities and authorities of the secretary of the interior and the state of Alaska for management of fish and wildlife on public lands. For the life of this plan, the National Park Service will manage fish and wildlife resources in accordance with the master memorandum of understanding (see appendix J). The Park Service is cooperating with public and private land managers in the execution of fire management plans for the Forty-mile and Copper River basins.

Nonconsumptive data collection is preferred. Where no feasible alternative exists and a critical need is demonstrated, consumptive information gathering may be accommodated. When consumptive collection is allowed, emphasis will be on resources immediately threatened with destruction (e.g., salvage archeology and harvested animals).

The direction of management will be to monitor resources and conditions, gather baseline data, and monitor human uses to determine if damage to resources is occurring or possible. Actions will primarily be aimed at managing uses for the purpose of protecting resources. The only direct management of natural resources will be to restore natural conditions to damaged areas, not to improve or enhance resources for ongoing consumptive uses such as hunting and fishing.

## NATURAL RESOURCE MANAGEMENT

The perpetuation of a natural environment or ecosystem, as compared with the protection of individual features or species, will be a distinguishing

aspect of natural resource management programs. The management goals will be to maintain healthy ecosystems in the preserve and natural and healthy ecosystems in the park.

Natural resource management will ensure that the park/preserve remains as a benchmark from which the effects of human activity on similar natural systems can be measured. A program of research, survey, monitoring, and evaluation will help ensure that management actions will be based on a thorough understanding of natural processes. Baseline ecological data and their correlation with human activities will provide an improved understanding of natural processes and identify potential and existing impacts of human activity. Information about cultural and natural resources will be summarized and compiled to provide a comprehensive, usable data base to aid park managers in the identification and resolution of issues.

### Fish and Wildlife

Subsistence activities, such as hunting, trapping, and fishing will be controlled by applicable state and federal regulations. The Wrangell-St. Elias National Park Subsistence Resource Commission is responsible for developing and recommending a subsistence hunting program to the secretary of the interior. The commission has been appointed but has only recently been activated.

Sport hunting in the preserve and fishing in the park/preserve are allowed under applicable state and federal laws and regulations. The National Park Service will work closely with state officials in determining seasons, bag limits, and similar controls on the taking of fish and wildlife. Traditional harvest by local rural Alaska residents of renewable resources for consumption, family use, or economic activity will be permitted. The allocation of resources for subsistence hunting, fishing, and trapping is regulated by ADF&G and applicable state and federal regulations.

If it becomes necessary to restrict the taking of any wild renewable resource to ensure the continued viability of species populations or the continuation of traditional subsistence activities within the park/preserve, nonwasteful subsistence uses will be given priority over other consumptive uses until the populations are restored by natural productivity. Subsistence activities will be curtailed or eliminated only if they threaten the natural health and viability of the populations on which they depend (ANILCA, section 804).

ANILCA and NPS management policies do not allow aquaculture activities and habitat manipulations in units of the national park system. The legislative history of ANILCA states:

It is contrary to the National Park Service concept to manipulate habitat or populations to achieve maximum utilization of natural resources. Rather, the national park system concept requires implementation of management policies which strive to maintain the natural abundance, behavior, diversity, and



ecological integrity of native animals as part of their ecosystem, and that concept should be maintained.

It is expected that the Park Service will take appropriate steps when necessary to ensure that consumptive uses of fish and wildlife populations within national park system units not be allowed to adversely disrupt the natural balance which has been maintained for thousands of years. Accordingly, the National Park Service will not engage in habitat manipulation or control of other species for the purpose of maintaining subsistence uses within national park system units (Congressional Record, Aug. 18, 1980, p. S 11135-36).

Aquatic habitat will be protected to maintain natural, self-sustaining populations. The introduction of eggs, fry, and brood stocks will not be allowed. Artificial stocking of fish in park/preserve waters will be employed only to reestablish native species extirpated by man's activities.

### Vegetation

Naturally caused fires will continue to influence the park/preserve's natural systems. NPS guidelines require fire management plans for all areas; in Alaska these are interagency fire management plans. Two recently completed plans cover most of the park/preserve. The Forty-mile Fire Management Plan (Alaska Interagency Fire Management Council (AIFMC), in press) includes the area north of the Wrangell Mountains to the Canadian border. The Copper Basin Fire Management Plan (AIFMC, in press) covers that part of the park west and south of the Wrangell Mountains to the Bagley Icefield. These plans zone the park for different fire management strategies. Chisana, along the Nabesna and McCarthy roads, McCarthy, Kennecott, and Dan Creek, will receive "full protection," meaning that fires will be controlled through immediate and aggressive action. Most of the park/preserve will receive "limited protection," which means that fires will be contained only to the extent required to prevent undesirable escape to other areas. There are a few "modified protection" zones along the Copper River, east of Beaver Creek to the Canadian border, and near the upper Kotsina River that will receive full protection until late summer when critical fire danger is past. After that time, they will receive limited protection.

A full suppression policy will exist pending development of a fire management plan for the area south of the Bagley Icefield. The Park Service will recommend that a limited protection approach be adopted.

In accordance with existing regulations (36 CFR 1.6 and 2.60) use of horses and other pack animals is authorized only on trails, routes, or areas designated for their use. Until these areas are designated, the entire park/preserve is open to such use. Studies will be initiated to identify those areas where this use is traditional and can continue without adverse impact to the environment. Similarly, grazing of pack and saddle stock is authorized when conducted as an integral part of a recreational activity. Grazing permits may be issued pursuant to a valid concession permit, commercial use license, or contract upon finding that such



grazing is essential to provide appropriate visitor services. They will be limited to the minimum area necessary and will not be continued if determined to cause or perpetuate adverse impacts on natural productivity and processes of the park/preserve's ecosystems. Studies will be initiated to determine effects of past and present grazing activities.

### Endangered Species

The Park Service will initiate surveys to determine the presence and extent of endangered species of flora and fauna, including the peregrine falcon which is known to migrate through the area and Montia bostockii which is a candidate threatened or endangered plant species.

### River Management

All rivers in the park/preserve will be managed so that they remain in a free-flowing state, their shorelines remain primitive, and their waters remain unpolluted. The Federal Power Act does not allow the Federal Energy Regulatory Commission to license power facilities in areas within the national park system. Flow-measurement and similar water-monitoring devices may be permitted. Water quality is discussed further in the land protection plan under environmental protection standards.

All users of waters will be encouraged to practice minimum impact camping. A voluntary permit system will be initiated to monitor use trends if river use begins to increase noticeably.

Formal river use regulations and individual river management plans will be proposed only if voluntary cooperation among river users is not sufficient to prevent degradation of the riverine ecosystems, their pristine appearance, or associated cultural resources. A baseline research and monitoring program will be established to determine the effects of river use.

The Park Service will provide information to river users and outfitters on river hazards, low impact use, and avoidance of sensitive resources such as spawning and swan nesting areas.

### National Natural Landmarks

In 1962 the secretary of the interior established the national natural landmarks program as a natural areas survey to identify and encourage the preservation of features that best illustrate the natural heritage of the United States. The Malaspina Glacier has been designated a national natural landmark. That portion within the park/preserve will be managed to protect those features contributing to their national significance. In addition, a boundary change has been proposed that will include the remainder of the glacier within the park/wilderness.

## Air Quality

Air quality classification within and adjacent to the park/preserve is class II. The National Park Service will work with the Alaska Department of Environmental Conservation and the Alaska Region air quality coordinator to establish a monitoring program at the park.

## CULTURAL RESOURCE MANAGEMENT

The significant cultural resources in the park/preserve include native American habitation and associated sites and structures, trails, and other features associated with post-1897 mining activity. Specific actions implementing the plan that might affect cultural resources will be scheduled and undertaken in accordance with the resources management program. This program will be revised annually, or as necessary, to reflect changing preservation needs and management priorities.

A cultural sites inventory and base map will be prepared and maintained by the park and region. All cultural resources that qualify for inclusion on the National Register of Historic Places will be nominated.

### Historic Structures

Most of the significant historic structures in the park/preserve are associated either directly or indirectly with mining activity. During 1982 and 1983 the Park Service conducted a historic resources survey and evaluation and selected prime samples of sites, structures, and objects that represent the history of the region. These representative resources will be afforded special attention to ensure their preservation and interpretive values. The following selected properties meet the National Register criteria of eligibility, are accessible, and possess sufficient integrity for rehabilitation and/or adaptive use: Chisana historic district, Green Butte mining camp, and two McCarthy/Chisana trail cabins.

Other extant historic properties meeting the National Register criteria will be recorded when time and money permit or if they are threatened for any reason. Attempts to stabilize and protect these properties from the effects of natural elements will not be undertaken.

### Archeological Resources

Archeological surveys will be carried out to determine the nature and extent of sites within the park/preserve. Approximately 90 prehistoric and historic archeological sites have been recorded within Wrangell-St. Elias boundaries. Qualified archeologists will examine these and other reported site locations and identify, map, and evaluate their significance. Eligible sites will be nominated to the National Register of Historic Places and protected to the extent possible.

### Collections Management

A collection of natural and cultural materials representative of the area will be maintained by the Park Service according to an approved scope of collections statement.

### Cultural Resources on Nonfederal Land

Four sites within the park/preserve boundary, all in private ownership, are listed on the National Register of Historic Places: Kennecott Historic District, Nabesna Historic District, McCarthy General Store, and McCarthy Powerhouse. The Park Service will encourage the owners of these sites and any other historic resources to protect and preserve them and will provide technical assistance when requested.

### Contemporary Native Concerns

The Park Service will protect, preserve, and manage all Alaska native historic sites within the park/preserve until native land conveyances are completed under the provisions of section 14(h)(1) of the Alaska Native Claims Settlement Act of 1971. (See the land protection plan for further information on cemetery and historic sites.)

The ongoing identification of areas of sacred and traditional importance to local native Americans will be continued by professional archeologists and anthropologists.

### Health and Safety Hazards of Abandoned Sites

An approach for treatment of health and safety hazards at abandoned mines and industrial sites with historical or archeological values will be developed in consultation with appropriate cultural and natural resource professionals.

## COOPERATION, STAFFING, AND COSTS

### COOPERATION WITH OTHERS

The management and operation of many aspects of Wrangell-St. Elias National Park/Preserve depends on cooperation with other agencies. Cooperative agreements have been developed and implemented to facilitate various aspects of management of the park/preserve and additional cooperative agreements can be developed in the future. The most significant of the existing cooperative agreements follow.

The National Park Service and the Alaska Department of Fish and Game master memorandum of understanding which focuses on fish and wildlife management (see appendix J).

The National Park Service and the Alaskan Air Command's Rescue Coordination Center cooperative agreement for high altitude search and rescue.

The National Park Service and the Alaska State Troopers cooperative agreement for search and rescue in Alaska.

The Forty-mile Planning Area and Copper Basin Planning Area Interagency Fire Management Plans, which include the BLM, the USF&WS, the Bureau of Indian Affairs, the Alaska Departments of Natural Resources and Fish and Game, and affected native regional and village corporations.

The National Park Service, U.S. Fish and Wildlife Service, and Federal Aviation Administration interagency agreement concerning aircraft overflights. This agreement sets no restrictions on overflights but provides a system for identifying and resolving conflicts between low-flying aircraft and resource values of conservation system units.

Public Law 94-458, section 6 states: "The Secretary shall diligently pursue the consummation of arrangements with each State, Commonwealth, territory, or possession within which a unit of the National Park System is located to the end that insofar as practicable the United States shall exercise concurrent legislative jurisdiction within the units of the National Park System." Pursuant to this legislation, the National Park Service will seek concurrent legislative jurisdiction with the state of Alaska regarding national park units in Alaska.

In October 1984, the Alaska Department of Natural Resources started to work on an area plan for state land in the Copper River Basin. This will include state land within Wrangell-St. Elias National Park/Preserve. The plan will establish management guidelines for the use of state land and will determine what lands will be sold for residential, recreational, or agricultural uses and what lands will be retained for public use. The plan may also recommend future land exchanges. Possible land uses considered in the plan include agriculture, fish and wildlife habitat, forestry, grazing, mining, oil and gas, recreation, settlement, and transportation. The planning process should take about two and one-half



years. The National Park Service is working cooperatively with the state during preparation of the plan to achieve compatible uses and management of the state lands within the park/preserve.

The National Park Service will encourage the creation of a state marine park or sanctuary on the submerged lands in Icy Bay, adjacent to the Malaspina forelands, and in Yakutat Bay. This coastal zone provides important habitat for seals, sea lions, beluga whales, and other marine mammals. They are also part of a primary flyway for a variety of migratory birds.

As detailed in the land protection plan (part two of this document), the National Park Service will also be cooperating with the state to develop agreements for the state lands within the park/preserve, submerged lands under navigable rivers, and lands adjacent to the park/preserve west of Icy Bay. As detailed in the "Information/Interpretation" section of the general management plan, the Park Service will be cooperating with the state to develop wayside exhibits along the state roads near the park/preserve.

Eligible cultural resources will be nominated to the National Register of Historic Places and will be entitled to protection afforded by section 106 of the National Historic Preservation Act. The National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers entered into a programmatic memorandum of agreement (September 11, 1981). Consultations will continue throughout the planning process to ensure responsible management of the cultural resources. Completion of this process will satisfy the requirement of section 106 as applicable to the development and subsequent adoption of the general management plan.

The Park Service recognizes the unique lifestyle of rural residents who reside within or near park/preserve boundaries. The Park Service has and will continue to communicate with rural residents to ensure that development and management strategies do not unnecessarily infringe on their private property interests.

The "Consultation and Coordination" section of this plan details how the Park Service has attempted to develop and maintain a dialogue with state, local, and federal agencies; native corporations; and the public during this general management planning effort. Summaries of the results from the workbooks and meetings are also in that section.

#### PARK/PRESERVE STAFFING NEEDS

Staffing needs are extremely difficult to estimate and funding for positions is uncertain. The following list is the best estimate for staffing needs during the life of this plan. Any of these positions may be filled through the local hire provisions of section 1308 of ANILCA as long as the person is qualified to perform the duties of the position.

Superintendent  
Chief of Park Operations  
Maintenance Coordinator  
Resource Management Specialist  
Interpretive Specialist  
District Rangers  
Administrative Technician  
Clerk Typists  
Biological Technicians (seasonal)  
Rangers and Laborers (seasonal)

## PLAN IMPLEMENTATION AND COSTS

### Development Costs

Gross construction costs for development are presented in table 1. Planning, design, and supervision contingencies are included. Simple, rustic facilities are envisioned. Costs include structures, utilities, parking, and site work.

Because of uncertainties, cost estimates are very general and will be revised at a later stage of planning. If appropriate private structures are available, some of these may be leased or purchased instead of building new structures. Land acquisition (if any) is not included, because its necessity is uncertain. If the park/preserve is able to design and contract the development themselves or do it with its own staff, the costs may be as much as half that shown.

Table 1: Gross Construction Costs

Glennallen Area

Headquarters/visitor center - 2,400 sq. ft.	\$ 530,000
Maintenance facility - 1,000 sq. ft.	230,000
Employee housing area - six houses, six-unit dorm	1,955,000

Chitina Valley

Chitina ranger station/permanent residence 1,200 sq. ft.	275,000
Chitina seasonal bunkhouse - 900 sq. ft.	205,000
Chitina maintenance facility - 900 sq. ft.	205,000
May Creek operations center - offices, bunkhouse, maintenance	1,955,000

Slana/Nabesna Area

Slana seasonal bunkhouse - 900 sq. ft.	205,000
Slana maintenance facility - 900 sq. ft.	205,000

Coastal Area

Yakutat ranger station/permanent residence - 1,200 sq. ft.	275,000
Yakutat seasonal bunkhouse - 1,000 sq. ft.	230,000
Yakutat maintenance facility - 1,000 sq. ft.	230,000

Backcountry

Rehabilitate five shelter cabins	170,000
Chisana equipment cache	10,000

Signs/Wayside Exhibits

Waysides and signs as detailed in plan	<u>75,000</u>
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GROSS CONSTRUCTION COSTS (1983 dollars): \$6,755,000

Development Priorities

The proposed development will be sought in the following priority. Priorities may change if there are changes in factors that influence park/preserve operations.

1. Ranger Stations/Permanent Residences

Yakutat  
Chitina  
Slana

2. Seasonal Bunkhouses

Yakutat  
Chitina  
Slana

3. Operations Center  
May Creek
4. Glennallen Area Facilities  
Headquarters/visitor center  
Employee housing  
Maintenance facility
5. Maintenance Facilities  
Yakutat  
Chitina  
Slana
6. Miscellaneous  
Chisana equipment cache  
Rehabilitation of selected backcountry cabins  
Information/interpretation waysides

This priority order is founded on the need to establish an administrative and operational foundation (priorities 1 to 4). These facilities will allow park staff to live and work near the park/preserve where they can protect, study, and monitor the area's resources and visitor activities. Additionally visitors will be able to get information from several locations. Equipment used by the park/preserve staff and the administrative/operational facilities will all require maintenance. Thus, the maintenance facilities (priority 5) are the next priority. Finally there are several items that will improve park/preserve administration or enhance opportunities for visitor information (priority 6).

While the National Park Service is proposing to develop the administrative and operation base for the park/preserve, it will encourage the private sector to develop the primary visitor service facilities in and adjacent to the park/preserve. Included in these facilities will be campgrounds along the Nabesna Road and on the west side of the Kennicott River.



# DISTRICTS


----- PRESERVE BOUNDARY

----- PARK BOUNDARY

 SNOW AND ICE

 STEEP ROCK

 MOUNTAIN SLOPES

 VALLEYS AND RIVERS

—— PAVED ROAD

--- DIRT ROAD



TO ANCHORAGE

VALDEZ

HAINES JUNCTION

TO WHITEHORSE

TO HAINES

## PARK/PRESERVE DISTRICTS

WRANGELL • ST. ELIAS  
national park and preserve/alaska

UNITED STATES DEPARTMENT OF THE INTERIOR/NATIONAL PARK SERVICE

180-1-10022A  
DSC | JAN 84



## PART TWO Land Protection Plan







## SUMMARY

The top priorities for land protection actions include relatively unimproved parcels most important to maintaining the undeveloped character in large or key sections of the park/preserve. These are tracts of land where changes in the minerals market or general economic situation will most likely result in development or where subdivision and sale of smaller lots is possible. Acquisition of interests (fee or less-than-fee) in these areas is important to meeting the congressional intent that the National Park Service prevent substantial population increases, land speculation, and further subdivision within national park areas. Among the parcels in the top priority group are isolated patented mining claims and small tract entries, small tracts in the Chisana and May Creek/Nizina areas, and small tracts and state lands in the upper Chitina Valley.

	Acres**
Current ownership	
Federal	12,182,300
State	107,500
Private*	895,200
Total	13,185,000
 Acreage to be protected	 1,002,700
 Proposed methods of protection	
By exchange, donation, or purchase	
Fee simple acquisition	840,000
Less-than-fee acquisition (easements)	19,700
Cooperative agreement/Alaska Land Bank	89,000
Relinquishment of Selections	54,000

Statutory acreage ceiling: There is no acreage ceiling for the park/preserve; 23,000 acres may be added to or taken from the area without congressional approval.

### Funding status as of December 1, 1984

Authorized acquisition ceiling	None
Appropriated to date	\$ 0
Obligated to date	\$ 0
Unobligated balance	\$ 0

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\*Land selections made pursuant to ANCSA by native regional and village corporations which are considered overselections are not included in this figure. Deletion of these overselections does not preclude valid selections from being conveyed to the native corporations should they choose to take conveyance to fulfill their land entitlement.

\*\*Acreages are approximate. As more detailed information is obtained and pending land selections are resolved, the figures will change.

## INTRODUCTION

In May 1982 the Department of the Interior issued a policy statement for use of the federal portion of the Land and Water Conservation Fund for land acquisition within national park areas. In response to that policy, a draft land protection plan has been prepared under the guiding principle of ensuring that protection of the resources in Wrangell-St. Elias National Park/Preserve is consistent with ANILCA and other applicable laws, executive orders, regulations, and policies. More specifically, the plan was prepared to

- determine what lands or interest in lands need to be in public ownership, and what means of protection in addition to acquisition are available to achieve the park/preserve's purpose as established by Congress

- inform landowners about the intentions of the National Park Service to protect lands and resources within the area, either through purchase, exchange, donation, cooperative agreement, or other means

- help managers identify priorities for making budget requests and allocating available funds to protect lands and resources

- find opportunities to help protect unit resources through cooperative arrangements with state or local governments, native corporations, interested groups or organizations, and other owners of inholdings within the unit

The major elements to be addressed by this plan include (1) the identification of nonfederal lands within the park/preserve's boundaries that need to be protected; (2) the minimum interest in those lands that the National Park Service must acquire to accomplish the needed protection; (3) the recommended means of acquiring the lands or interests in lands; (4) priorities for protection to ensure that available funds are used to protect the most important resources; (5) impacts of the land protection plan on local residents; (6) the amount, type, and density of private use or development that may take place without harming park/preserve resources; and (7) external activities that have or may have effects on preserve resources and land protection requirements.

This plan represents the first formal attempt to address land protection issues related to the park/preserve. Because of the vast amount of nonfederal lands within the boundaries of the park/preserve and the continuing change in status of most of those lands, the nonfederal lands have been grouped into broad categories defined by type of ownership and location. These categories are described in a later section of the plan. Tract specific analysis and recommendations will be made in future land protection plans when more information is available.

While the plan is required to place all nonfederal lands within the park/preserve into one of the categories and priority groups, it is not the intention of this plan to imply a full-scale fee acquisition program for

Wrangell-St. Elias. In the legislative history of ANILCA, Congress stated that it expected "the Secretary to act firmly regarding the acquisition of unimproved private property, while at the same time allowing present residents to continue their way of life to the maximum extent compatible with the purposes of areas" (Congressional Record, November 12, 1980). This is especially applicable to Wrangell-St. Elias, which has over 100 year-round residents and several second or recreational homes. But where there is a trend of subdividing currently undeveloped private and state land within the park/preserve, Congress has provided clear direction to the National Park Service to acquire appropriate interest in those lands.

The land protection plan does not constitute an offer to purchase lands or interest in lands nor does it diminish the rights of nonfederal landowners. The plan is intended to identify proposed land protection activities subject to the availability of funds and other constraints.

Pursuant to section 910 of ANILCA, proposed actions of the land protection plan involving land exchanges with native village and regional corporations are excluded from the requirements of the National Environmental Policy Act (NEPA). Priority groupings II.C, II.D, and III.C are included in this category.

Other actions proposed in the land protection plan will cause no significant change in existing land or public use and are therefore categorically excluded from NEPA considerations, in accordance with the U.S. Department of the Interior implementing procedures (516 DM6, appendix 7.4 and 516 DM2, appendix 2). This category includes patented mining claims, native allotments, other small tracts, and state lands. In the case of state lands, cooperative agreements are proposed as the primary means of protection. If cooperative agreements do not work and exchanges are proposed, the necessary NEPA compliance will be completed at the time an exchange with the state is proposed.

## PURPOSE OF THE PARK/PRESERVE AND RESOURCES TO BE PROTECTED

### SIGNIFICANCE AND PURPOSE OF PARK/PRESERVE

The purpose of the park/preserve as specified in ANILCA is to

maintain unimpaired the scenic beauty and quality of high mountain peaks, foothills, glacial systems, lakes and streams, valleys, and coastal landscapes in their natural state; to protect habitat for, and populations of, fish and wildlife including but not limited to caribou, brown/grizzly bears, Dall sheep, moose, wolves, trumpeter swans and other waterfowl, and marine mammals; and to provide continued opportunities, including reasonable access for mountain climbing, mountaineering, and other wilderness recreational activities. Subsistence uses by local residents shall be permitted in the park, where such uses are traditional in accordance with the provisions of title VIII.

Recognizing that the area's natural and cultural resources are of such unique value that they are a part of all mankind's heritage, the United Nations Educational, Scientific and Cultural Organization has designated Wrangell-St. Elias and adjoining Kluane National Park in Canada as a world heritage site.

In addition, approximately 9,687,000 acres (gross acreage) of the park/preserve were designated as wilderness to be administered "for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness" (Wilderness Act).

The purpose of the park/preserve is further described in the introduction of the general management plan.

### RESOURCE DESCRIPTION

The park/preserve's significant resources are described and mapped in the "Affected Environment" section. The following is a list of the significant resources for which the park/preserve was established:

#### Sensitive Habitats

- Caribou calving areas
- Moose winter concentration and rutting areas
- Bear intensive use areas
- Dall sheep high-density range (greater than 3 per sq. mi.)
- Mountain goat concentrations
- Trumpeter swan nesting areas
- Eagle nesting concentration areas
- Fish spawning areas
- Special vegetation areas
- Migratory bird flyways



## Special Geological/Hydrological Features

- Unique glaciers and icefields
- High mountain terrain
- Major clearwater streams
- Glacier-dammed lakes with annual outburst flooding
- Thermal features (e.g., Mt. Wrangell, mud volcanoes, and hot springs)
- Areas of geological interest (Chitistone and Nizina canyons)
- Sand dunes

## Cultural Resources

- Historic sites
- Archeological areas

## Other Significant Resource Values

- Scenic beauty and quality
- Wilderness
- Other wildlife

Of the five listed threatened or endangered species in Alaska, only peregrine falcons may be found in the park/preserve. They are known to migrate through the area, but there is no recorded nesting by peregrines in the park/preserve. There is one candidate threatened or endangered plant species in the park/preserve. Eight species of endangered marine mammals migrate in coastal waters outside the park/preserve boundary.

## LEGISLATIVE AUTHORITIES

Passage of ANILCA provided a general framework for land protection for the newly established conservation units in Alaska. Section 1302 provides the general authorities for land acquisition (see appendix F). The secretary of the interior is authorized to acquire (by purchase, donation, exchange, or otherwise) any lands or interests in lands within the park/preserve. However, any lands or interests in lands owned by state and local governments or by native villages and regional corporations may be acquired only with the consent of the owners.

Native allotments or other small tracts may be acquired without the owner's consent only after offering an exchange for other public lands of similar characteristics and like value if such lands are available and the owner chooses not to accept the exchange. Exchanges will be complicated by present native selections and overselections, past conveyances of lands within the state, and the general lack of acceptable substitute lands.

No improved property will be acquired without the consent of the owner unless such acquisition is necessary for the protection of resources or for protection of those park/preserve values listed in ANILCA. When an owner of improved property consents to exchange lands or to sell to the

United States, the owner may retain a right of use and occupancy for noncommercial residential and recreational use by agreement with the National Park Service.

Section 1302(i)(1) and (2) of ANILCA authorizes the secretary of the interior to acquire by donation or exchange state-owned or validly selected lands that are contiguous to the park/preserve. Any lands so acquired will become part of that conservation unit without reference to the 23,000-acre restriction included in minor boundary adjustments as defined in section 103(b).

Section 103(c) states that only the public land within the boundaries of any conservation system unit shall be deemed to be included as a portion of the unit for purposes of regulation. The state, native, and other private lands within the boundaries are not subject to regulations applicable to the federal lands. If conveyed to the federal government under the provisions cited above, such lands will become part of the park/preserve and be subject to those regulations.

Section 204 recognizes valid native corporation selections or lands identified for selection by regional corporations pursuant to section 17(d)(2)(e) of ANCSA, within the boundaries of the park/preserve, and directs the secretary to honor and convey the lands in accordance with ANCSA and ANILCA.

Section 205 protects valid commercial fishing rights or privileges on the Malaspina Glacier forelands of the preserve. The secretary may take no action to unreasonably restrict these rights and privileges, including the use of public lands for campsites, cabins, motorized vehicles, and aircraft landings on existing airstrips except where the secretary finds a significant expansion of the use of preserve lands beyond the level of such use which existed during 1979.

In addition to complying with the above legislative and administrative requirements, the National Park Service is required to administer the area as a unit of the national park system pursuant to the provisions of the act of August 25, 1916 (39 Stat. 535), as amended and supplemented, and in accordance with the provisions of title 16 of the United States Code, title 36 of the Code of Federal Regulations, and other applicable laws. The National Park Service has proprietary jurisdiction over federally owned lands in the park/preserve.

In discussing section 1302 of ANILCA, Congress stated the following:

We do not want to see repeated in Alaska the land speculation and inappropriate development that mars the inholding areas and the entry-ways in some of our lower-48 parks. While improved private residences are explicitly protected from immediate unjustified condemnation, the intent of section 1302 is that the Secretary takes those steps necessary to prevent substantial population increases within conservation system units and to prevent land speculation and subdivision within these areas. He is to take an assertive position in buying currently undeveloped land, giving priority in such places . . . where

undeveloped subdivided parcels now on the market gravely threatened achievement of the purposes for which the park and preserve are established. . . . We expect the Secretary to act firmly regarding the acquisition of unimproved private property, while at the same time allowing present residents to continue their way of life to the maximum extent compatible with the purposes of the areas (Legislative History, ANILCA, Congressional Record November 12, 1980).

In expressing these concerns and expectations, Congress specifically mentioned Wrangell-St. Elias National Park/Preserve.

#### RESOURCE MANAGEMENT AND VISITOR USE OBJECTIVES

Objectives of resource management, visitor use management, and administration of the park/preserve are given in Appendix A. Major objectives include preservation of natural ecosystems and scenic quality, identification and protection of archeological and historical resources, preservation of the wilderness character of the park/preserve, and provisions for visitor enjoyment and appreciation along with traditional uses of the area consistent with the foregoing values.

## LANDOWNERSHIP AND USES

### OWNERSHIP AND USE OF NONFEDERAL LANDS

Numerous laws have provided for extensive land selections in the park/preserve by native villages and regional corporations, the state, and individuals. These land selections have created one of the most complex set of landownership patterns of any unit in the national park system (see Land Status map in back pocket).

Approximately 1.0 million acres are in nonfederal ownership. Of these, about 0.6 million acres have been patented or placed under interim conveyance. The remaining lands are managed by the National Park Service, pending final definition of ownership. Exact land status is clouded by overselection, dual selection, and the incomplete adjudication of many small-tract entries and native allotments. Some selections will be relinquished as entitlements are met, while other selections will be conveyed to private ownership. The subdivision of larger tracts and transfer of state land to private individuals through the state land disposal program will further complicate the land status mosaic.

Discrepancies between BLM and USGS maps and on-the-ground features create additional problems. In some cases, mining claims have been identified at locations other than those shown on BLM master title plats. Many properties are bounded by irregular topographic features, making measurement difficult. Acreage calculations are based on the official Geological Survey map of the park/preserve. Because of errors inherent in map scaling and the multiple selections, only approximate acreage figures can be produced and are therefore not valid for determining land entitlements.

Land selections made pursuant to ANCSA by the Ahtna and Chugach native regional corporations which are considered overselections have been removed from the Land Status map and the acreage is not included on table 2. This has been done to present a clearer picture of nonfederal holdings and to indicate lands that will remain in federal ownership. Deletion of these overselections does not preclude valid selections from being conveyed to the native corporations should they choose to take conveyance to fulfill their land entitlement.

The following table summarizes current land status within the park/preserve.



Table 2: Current Land Status

<u>Lands</u>	<u>Acres</u>
Park	8,341,000
Preserve	4,844,000
Total	13,185,000
Federal	12,182,300
Nonfederal	1,002,700
<u>Nonfederal Breakdown</u>	<u>Acres</u>
State patented	38,700
State application	14,600
State submerged land (under navigable waters)	46,000
University of Alaska patented	8,200
Native corporations patented	648,100
Native corporations application (reduced as noted on Land Status map and in text)	225,000
Cemetery/historic sites	57,100
Native allotments	4,600
Small tracts	5,800
Mineral patents	11,600
Overlapping applications	-57,000
Total	1,002,700

Note: All acreages are approximate.

Current land uses of the approximately 1,002,700 acres of nonfederal and potentially nonfederal lands within the 13,185,000-acre park/preserve are described below by major ownership category and location.

Patented Mining Claims - There are 441 patented mining claims within the park/preserve. All have been subject to past mining or exploration activity. The degree of past activity as well as current activity generally depends on the type of access available to the property. Where some form of surface access exists, mining exploration is taking or has taken place in the recent past. Currently active mining areas include Dan Creek, Rex Creek, Upper Kotsina, and Nabesna. All are placer mines except Upper Kotsina and Nabesna which are lode claims. Active mines which require surface access over public lands are subject to plans of operation as described in 36 CFR 9. Even with approved plans, problems have occurred due to limited monitoring and enforcement of water quality standards and moving heavy equipment too late in the spring or too early in the fall, resulting in disturbance to soils and vegetation. Areas where mineral exploration is occurring include Bonanza Hills, Orange Hill, Kuskulana, Lakina, Kennecott-McCarthy, and McCarthy Creek. Problems from past mining activities include toxic waste, undetonated explosives,

and open mine shafts as well as the scars and impacts left by unreclaimed mining areas and access routes. Once patented, mining claims can be converted to nonmineral uses. At Kennecott, patented mining claims have been subdivided, and buildings and lots are being sold for primary and second homes.

Isolated Small Tracts (including native allotments) - Most of the isolated small tracts of private land within the park/preserve contain cabins, lodges, or other small structures to support small-scale visitor services (mostly hunting guides). Some serve as base camps for subsistence activities or family recreational sites, others serve as trapline cabins, or a combination of these activities. Approximately one-third of the isolated small tracts are occupied by local rural residents who are either commercial guides or caretakers for commercial guiding operations. In most cases, short unimproved airstrips on public lands or lakes provide fixed-wing aircraft access to these sites.

Coastal Allotments - There are three native allotments along the southern coast of the park/preserve. These allotments are occupied seasonally and are used as bases for commercial fishing, subsistence hunting and fishing, and gathering activities. All have small frame structures.

Chisana Complex - The small tracts at Chisana are accessed primarily by a 4,000-foot gravel airstrip. Mail is delivered weekly by aircraft, and the airstrip can support large cargo aircraft to supply freight and building supplies. The Chisana area was originally developed around 1911-12 to support a gold strike in the Bonanza Hills northeast of the townsite. Three of the structures on public lands associated with this activity have been nominated to the National Register of Historic Places. Many other historic structures are located on private lands. Currently, four commercial hunting guides operate out of Chisana. Three of these operators use pack and saddle horses as their primary means of transporting clients in the field. Two of the guides are generally year-round residents and two are seasonal residents. All four depend on the preserve for their guided hunting operations. A portion of one homestead has been subdivided and lots sold. It appears that most of these lots will support recreational homes used primarily in the summer. The potential for conflicts between various types of property owners (commercial vs. noncommercial, year-round vs. seasonal, etc.) readily exists. Such conflicts can involve park resources, as current disputes over ATV use attest.

May Creek/Nizina Complex - The small tracts in this area are occupied primarily by local rural residents engaged in subsistence hunting, trapping, and gathering. There is a 4,000-foot gravel airstrip at May Creek. Like Chisana, this airstrip accommodates weekly mail delivery as well as large cargo aircraft. Unlike Chisana, where private lands are clustered near the airstrip/townsite, private tracts are relatively dispersed.

Nabesna Road Corridor - The small tracts along the Nabesna Road are occupied primarily by year-round residents who are engaged in commercial hunting and fishing operations, subsistence, or an isolated rural lifestyle. There is a trend toward subdividing private lands, which will bring in

seasonal summer residents and could cause conflicts with those engaged in the rural lifestyle and subsistence. The North Slana Settlement area, a 10,000+-acre public land entry program initiated by the Bureau of Land Management in September 1983, demonstrates the potential impacts of large scale land disposals in the area. Located just north of the park boundary near Slana, this land disposal by BLM has more than doubled full-time residents and tripled part-time residents. Conflicts and stress over resource utilization, access, support services and law and order now characterize the area.

Chitina Valley Corridor (private) - The private lands in the Chitina River Valley from the Copper River to Nizina are primarily small parcels with a diverse mixture of uses. Local rural residents engaged in subsistence hunting and trapping are scattered throughout the corridor. Near the Copper River there is one native allotment that has been developed as a wheat farm. In the upper corridor, several commercial hunting guides have base operations, including lodges along with other visitor services. There is a trend toward subdivision of private lands which has attracted people seeking recreational or second homes. To date 18 parcels of private land comprising 2,113.26 acres have been subdivided into 641 developable lots and 43,560 commemorative lots which are each one square foot in size.

Chitina Valley Corridor (state) - The state lands administered by the Alaska Department of Natural Resources within the corridor have been subdivided in the past (1982), with another 2,900 acres proposed for subdivision in 1987. This trend toward subdivision brings in seasonal summer residents and has led to conflicts with those engaged in the rural Alaska lifestyle and subsistence. The state has just initiated a two-and-one-half-year planning process for state lands in the Copper River Basin, including those within the park/preserve. However, the proposed 1987 subdivision is a separate action from the planning process.

Chitina Valley Corridor (University of Alaska) - Approximately 5,800 acres of land are owned by the University of Alaska within the corridor. Public uses of these lands for recreation and subsistence are not currently restricted. There are no formal proposals for these lands, but the University of Alaska is considering ways to generate income from its land. They are not covered in the Copper River Basin Plan discussed above.

Ahtna Regional Corporation (including Village Corporation lands except for Chitina Village, Inc.) - The lands selected, patented, or interimly conveyed to the Ahtna Regional Corporation are used primarily for subsistence and recreation. There are currently no restrictions on public use of the lands for recreation. The lands were intended to protect the traditional subsistence opportunities and provide an economic base for the natives of the Ahtna region. The Ahtna Regional Corporation has inventoried their agricultural potential and conducted mineral and geothermal explorations.

Chitina Village, Inc. - The lands selected by Chitina Village Inc., are used primarily for subsistence. There are currently no restrictions on public use of the lands for recreation.

Chugach Natives, Inc. - The lands selected, patented, or interimly conveyed to Chugach Natives, Inc. in the Bremner River and Icy Bay areas are currently used primarily for subsistence and recreation. No restrictions are on public use for recreation of the undeveloped lands.

Other State Lands - Outside the Chitina Valley corridor are undeveloped state selected lands west of Icy Bay and along the Copper River in the northwest portion of the park/preserve. The current use of these lands is subsistence, recreation and trapping.

Unpatented Mining Claims - There are currently 684 unpatented mining claims and millsites within the park/preserve. All claims will undergo validity determinations, and 114 are currently being processed. No action is currently being taken on the remaining 674. Many of the claims are being mined or explored.

Cemetery and Historic Sites - Approximately 54,000 acres are within the park/preserve that have been applied for under section 14(h)(1) of ANCSA on the basis that these lands contain native cemeteries or sites of historic value.

## COMPATABILITY OF LAND USES

In determining uses that are compatible within a particular NPS unit, legislation establishing the preserve, NPS policies, and the organic act establishing the National Park Service provide guidance. Certain uses may be considered compatible in one unit or in one part of a unit and incompatible in another.

Small parcels within the park/preserve are currently used primarily for private residential, recreational, and subsistence purposes. Several have lodges that are used commercially as bases for hunting and sportfishing activities. Several parcels of private land and state land are undergoing subdivision. In 1984 there were eight approved plans of operations for mining and related activities.

There is the potential for subdivision and commercial development on any nonfederal land in the unit. The following activities can result in impairment of the values identified in the "Purpose of the Park/Preserve" section and are considered incompatible uses of the land. In addition, any significant increase in population within the boundaries of the park/preserve is incompatible with preservation of the unit's generally undeveloped character.

Activities that result in water pollution, sedimentation, or other impairment of anadromous fish spawning habitat, other surface waters, or groundwater (e.g., logging, mining, wastewater and solid waste disposal)

Construction of access roads, airstrips, and other surface disturbances that disrupt drainage patterns, accelerate erosion, and increase runoff and sediment loads



Activities that impair wildlife use of habitat on adjacent federal lands (e.g., subdivisions resulting in population increases and habitat manipulation affecting distribution of wildlife or predator control)

Trapping, hunting, or predator control that impairs the natural condition of wildlife populations on adjacent federal lands in the park or that impairs the healthy condition of wildlife populations on adjacent federal lands in the preserve

Disposal of refuse in a manner that attracts bears or other wildlife, pollutes water resources, or otherwise impairs public health and safety

Activities that damage or contribute to damage of archeological or historical resources (e.g., increased recreational use, artifact collection, use of cabin wood for firewood)

Activities that intrude on the wilderness character or scenic vistas

Activities that block public access for recreational use (e.g., key river access points or trails for fishing access)

Major new commercial development or significant expansion of an existing commercial facility without consultation with the National Park Service to ensure compatibility with park purposes and values as described in ANILCA and the general management plan

Access means which significantly alter the wilderness scene, diminish opportunities for subsistence, or adversely impact park/preserve resources (e.g., upgrading of road or airstrip landing to substantial increases in use)

Subdivision or development which significantly increases the number and distribution of part- and full-time residents utilizing park/preserve resources for subsistence, access, or support purposes

Many current or potential uses of nonfederal land are compatible with the purposes and values of the park/preserve. As more information becomes available, the National Park Service will develop guidelines for the following uses. These guidelines will be included in future land protection plans. In the interim, the National Park Service will work with individual landowners on a case-by-case basis. Compatible uses include

private use of nonfederal lands for residential, recreational, or subsistence activities that do not adversely impact wildlife or other values on adjacent federal lands as discussed above

repair, replacement, or minor modification of existing structures, so long as the structures blend with the wilderness character of adjacent federal lands and do not otherwise adversely affect park/preserve resources

construction of new residential structures whose appearance blends with the wilderness character of adjacent federal lands and whose location does not adversely affect park/preserve resources

sale or transfer of property (excluding further subdivision of existing undeveloped parcels)

continued operation of commercial facilities that provide public accommodations and services consistent with preservation of ecological, cultural, and wilderness values as described in ANILCA and the general management plan

commercial fishing activities in the Malaspina forelands area which do not constitute a significant expansion of the use of preserve lands beyond the 1979 level of use

### EXTERNAL CONDITIONS AFFECTING LAND PROTECTION

Except for the provisions of ANILCA, sec. 103(b) which provides for minor boundary adjustments up to 23,000 acres, the National Park Service cannot acquire interests in lands outside the unit. Nevertheless, the use of lands outside the unit can affect the integrity of park/preserve resources as well as the quality of visitors' experiences within the unit--in a positive way if the uses are harmonious with the unit's mission, or in a negative way if they conflict with or detract from it.

Landownership surrounding the park/preserve is mixed with a variety of uses, both compatible and potentially incompatible. The east side of Yakutat Bay is designated wilderness on the Tongass National Forest. To the north is the Tetlin National Wildlife Refuge. Also to the north is a major block of native-owned land comprised of the former Tetlin Indian Reservation. Current uses of these lands are compatible, and there are no known proposals which will be incompatible with the purposes of the park/preserve. To the west and south are a mixture of federal, state (including submerged lands off the coast), native, and other private lands. These lands are used for fish and wildlife habitat and for residential, recreational, subsistence, and commercial activities. To the east in Canada are Kluane National Park and Kluane Game Sanctuary. The management of these areas is compatible with the purposes of the park/preserve.

Programs and activities on adjacent lands that may affect the park/preserve include oil and gas development in coastal areas (state of Alaska) and adjacent to the Malaspina Glacier (Chugach Natives), development of the Bering Glacier coal fields (Chugach Natives), potential oil and gas exploration and logging on state lands south of Mt. McPherson, extension of the Copper River Highway (state of Alaska) to Chitina, and land disposal programs by either the federal (BLM) or state governments. These activities can result in one or more of the following: undesirable development immediately adjacent to the park area, significant population increases within and adjacent to the park area and associated demand for park resources, and opening previously inaccessible (by road) areas to surface transportation. The National Park Service will seek to

become involved at the early stages of any of the above types of development to assure that park resources are fully considered and adverse effects adequately mitigated.

In particular, the National Park Service will encourage the creation of a state marine park or sanctuary on the submerged lands in Icy Bay, adjacent to the Malaspina Glacier Forelands, and in Yakutat Bay. This coastal zone provides important habitat for seals, sea lions, beluga whales, and other marine mammals. It is also part of a primary flyway for a variety of migratory birds.

The National Park Service will also encourage management for and maintenance of the natural conditions along the Copper River to protect scenic values and water-related recreation on the river adjoining the park/preserve.

#### PAST ACQUISITION ACTIVITIES AND CURRENT PROTECTION PROGRAM

Number of tracts of land acquired: 0

Number of tracts acquired through condemnation or declaration of taking: 0

Number of land easements acquired: 0

Number of improvements acquired: 0

Present acquisition ceiling: None

Amount of funds appropriated for acquisition: 0

Number of administrative sites acquired outside the park/preserve boundary: two (Slana - purchased, Gulkana airport - lease/purchase)

Number of Land Exchanges: 0

#### SOCIOCULTURAL CHARACTERISTICS

There is a definite mixture of attitudes within the regional population and within those people who reside within the park/preserve regarding development or change. Some people welcome the economic opportunities that will come with increased development; others see the same changes as destructive of a lifestyle they treasure. Some individuals hold both attitudes. In addition there is an increasing desire by those outside the region to acquire a "wilderness" retreat as a second home and/or investment property.

Approximately 100 people maintain year-round residences within the park/preserve. Most of them are scattered along the Nabesna and McCarthy roads. Other areas of concentration are Chisana and the May Creek/Dan Creek/Spruce Point area. Their lifestyle is typical of the Alaska rural resident whose activities include prospecting, hunting,

trapping, fishing, guiding, and other varied pursuits. Their lifestyle is generally one they have chosen rather than inherited; they feel strongly protective of its values, and it is important to them that the park/preserve be managed to perpetuate what is generally referred to as the "rural resident lifestyle." Most residents perform various subsistence activities to raise their standard of living or supplement their cash income. Many leave the area for at least some part of the year to earn cash or take breaks from their isolated existences.

In the summer, the population is augmented by some two dozen seasonal residents who have homes scattered through the Chitina Valley and the villages of McCarthy, Kennecott, and Chisana. This number will continue to increase as additional private and state lands are subdivided and existing subdivision lots are sold.

In addition, regional and village native corporations have a responsibility to their shareholders to manage their lands to protect traditional uses, including subsistence, while providing an economic base for the corporation and its people. The state likewise has a policy of managing its lands for a variety of uses, including disposal for private uses.



## PROTECTION ALTERNATIVES

The following alternatives offer varying degrees of protection to the natural and cultural environment of the park/preserve's nonfederal lands. Each alternative is analyzed with respect to its application, sociocultural impacts, and its potential effectiveness in land protection.

### COOPERATIVE AGREEMENTS AND ALASKA LAND BANK

Cooperative agreements are written descriptions of how two or more parties will take certain actions. Agreements can provide for the exchange or transfer of services, funds, or benefits.

ANILCA (section 907) established an Alaska Land Bank program to provide legal and economic benefits to private landowners and to provide for the maintenance of land in its natural condition, particularly where these nonfederal lands relate to conservation system units. Native corporation lands (but not native allotments or small patented tracts) will have immunity from adverse possession, real property taxes, and assessments when included in the land bank. They will also be immune from judgment in any action of law or equity to recover sums owed or penalties incurred by any native corporation or group or any officer, director, or stockholder of the corporation or group. Land bank agreements will be particularly important in cooperating with native corporations that own large tracts of land in and adjacent to the park/preserve. They may also be important as an interim protective measure pending acquisition by exchange or purchase when they are the identified long-term protection method.

#### Application

Cooperative agreements between the National Park Service and any nonfederal landowner in the park/preserve may be used to maintain private land in its natural condition. Some of the elements that can be addressed in a land protection agreement include the following:

- each landowner's land management responsibilities
- access for resource management activities
- fire management
- law enforcement
- trespass control
- enforcement of environmental protection laws

Such assistance may be provided without reimbursement if the secretary determines that it will further the agreement and be in the public interest.

## Effectiveness

Where economic incentives for development of nonfederal lands are limited and/or the landowner is in agreement with park/preserve management, cooperative agreements can be a cost-effective, mutually beneficial means of ensuring compatible uses on private land in the park/preserve. They can also be used as an interim protective measure when long-term goals cannot be immediately achieved. Advantages of agreements include their flexibility, relative low cost, and ability to establish cooperative management arrangements. Disadvantages include procedural requirements, the ability of one party to terminate on short notice, and lack of permanent protection.

## Sociocultural Impacts

Specific impacts would be defined by the terms of the agreement. Since all parties would have to agree to its terms, it is unlikely there would be any negative or adverse impacts.

## ZONING BY STATE AND LOCAL GOVERNMENTS

Zoning is based on the power of state and local governments to protect public health, safety, and welfare by regulating land use. At the present time none of the park/preserve is within an organized borough. Should a borough or other form of regional government be formed that includes the park/preserve, the National Park Service will propose the establishment of conservation zoning for the area.

## EASEMENTS

Landownership may be envisioned as a package of rights. Easements convey only some of those rights from one owner to another, while all other rights of ownership may remain unchanged. Easements can convey an array of rights, ranging from limiting specific uses of the land (negative) to providing for public access (positive). Both positive and negative elements may be included in a single easement.

## Application

Easements are most likely to be useful where

- some, but not all, existing or potential private uses are compatible with park/preserve purposes

- current owners desire to perpetuate existing use and occupancy of the land with limited conditions imposed by the National Park Service

- scenic values, resource protection, or access by the public or the National Park Service is needed only over a portion of the land

Easements can be acquired in various areas of the park/preserve to ensure the preservation of scenic values and to maintain existing land uses

Specific easement terms can be constructed to fit the topography, vegetation, visibility, and character of existing or potential developments on each tract.

Easement provisions to protect park/preserve resources can address the following points:

- clearing of vegetation

- public access across a small portion of private land to public land

- density, height, design, and color on developments visible to the public

- access for management of natural and cultural resources

### Effectiveness

Because easements are enforceable interests in property, they provide greater assurances of permanent protection than do agreements or zoning ordinances. Easements are a "right" that stay with the property and are binding on future owners.

Advantages of easements include

- continued private ownership and use subject to the terms of the easement

- lower initial acquisition costs than fee and potential to protect more land

- reduced impact on local property taxes

- reduced costs for NPS operation and maintenance

Disadvantages of easements as compared to fee include

- potential difficulty in enforcement of easement terms, especially in remote areas

- unfamiliarity of landowners with less-than-fee ownership

- relatively high cost to acquire undeveloped properties where any development will be incompatible with park/preserve values

- increased costs in monitoring terms and conditions of easement provisions over time

## Sociocultural Impacts

Individual and collective impacts would vary depending on the rights acquired. Overall, the impacts would be judged beneficial inasmuch as the acquired easements would contribute to the fulfillment of the park/preserve's objectives by limiting future changes, while allowing continued use by the landowner. Easements could also provide private landowners with assurance that they would not be displaced through fee acquisition.

On large tracts, the development of specific easement terms would require some detailed site planning to identify the most environmentally sensitive areas and those where development could be accommodated with minimal impacts. The development of specific easement terms could be a cooperative effort to ensure that any development follows traditional land use patterns or avoids any unnecessary disturbance of the natural or social system.

## FEE ACQUISITION

When all the interests in land are acquired, it is owned in fee simple.

### Application

Fee acquisition may be recommended when other methods of protection have been found to be inadequate, inefficient, or ineffective to meet management needs. Fee acquisition is most often appropriate where the land

- is needed for development of park/preserve facilities or heavy public use

- must be maintained in a pristine natural condition which precludes reasonable private use

- is owned by individuals who do not wish to sell less-than-fee interest

- cannot be protected in accord with park/preserve purposes by other methods or where alternatives to fee acquisition will not be cost-effective

### Effectiveness

Fee-simple acquisition is the most effective and secure land protection alternative. Generally, it is also the most expensive form of land protection.



Advantages to fee acquisition include

- permanent assurance of complete control over use of the land

- provision for public access and access by management

- ability to develop necessary facilities

- familiarity to landowners

- opportunity for continued private use under reservations of use and occupancy for life or fixed period of time

Disadvantages of fee acquisition include

- initial acquisition costs

- maintenance and management requirements, especially for developed properties

- impact on local community from relocation of previous owner, removal of housing from local market, or removal of property from tax base

### Sociocultural Impacts

This alternative has the most potential for significant change in the life of an individual or community. Unless use and occupancy were reserved, relocation would occur. Impacts of relocation could be mitigated by offering the residents the right to live there the rest of their lives, or for a set period of time. In addition relocation assistance would be provided.

### ENVIRONMENTAL PROTECTION STANDARDS

Activities on nonfederal land in the park/preserve must meet applicable state and federal environmental protection laws. Regulations stemming from these authorities may provide some help to maintain the existing natural environment in the area.

### Application

While NPS regulations stemming from ANILCA and other authorities do not generally apply to private land in the park/preserve, there are numerous other federal, state, and local laws that do apply. These include but are not limited to the Alaska Coastal Management Program, Alaska Anadromous Fish Act, and the Clean Water and Clear Air acts, to name a few. The National Park Service will monitor air and water quality inside the park/preserve and cooperate with other agencies in enforcing environmental standards.

According to the system of classifying state waters, the protected fresh water use designation for streams in Wrangell-St. Elias National

Park/Preserve is water supply for drinking, culinary use, and food processing (Bauer, ADEC, pers. comm. 1984). The state of Alaska water quality criteria, when used in combination with the water-use designation, constitute the applicable water quality standards for a particular water body (18 AAC 70.020). The water quality standards for the protected water-use designation of park/preserve streams are the most stringent. Although a procedure exists to reclassify state waters to include a protected use, exclude a protected use, or seasonally exclude a protected use, waters within national parks and national preserves may not be reclassified (18 AAC 70.055).

Present applicable state water quality standards for sediment and turbidity in park/preserve streams are as follows:

sediment	no measurable increase in sediment concentrations above natural conditions
turbidity	no increase exceeding 5 nephelometric turbidity units (NTUs) above natural background conditions when natural background turbidity is 50 NTUs or less, and no more than a 10 percent increase in turbidity when natural background turbidity is more than 50 NTUs, not to exceed a maximum increase of 25 NTUs

The present applicable standards for toxic and other deleterious organic and inorganic substances, which include heavy metals, shall not exceed levels specified in the Alaska Drinking Water Standards (18 AAC 80) or the EPA Quality Criteria for Water and the Ambient Water Quality Criteria for the 65 toxic pollutants listed under section 307(a)(1) of the federal Clean Water Act, as applicable to the substance.

The present applicable Alaska waste disposal permit stipulation for settleable solids specifies that settleable solid levels may not exceed 0.2 milliliters/liter/hour in any grab sample of effluent.

### Effectiveness

These laws and regulations can help ensure that adverse impacts will be minimized, but will not necessarily preclude an activity that may adversely affect the park/preserve.

### Sociocultural Impacts

Individual landowners might be prevented from using their land in some manner so that other property owners and resources would not be harmed.

## COMBINATION OF THE PREVIOUSLY DISCUSSED ALTERNATIVES

Because of the diversity of interests in land needed to protect the park/preserve's resources, no single alternative can be used in a cost-effective manner in every land protection situation. For that reason,

a combination of alternatives is recommended to achieve compatible land uses within the area.

### Application

The major consideration in selecting appropriate land protection alternatives is the need to comply with the intent of the congressional legislation that established the park/preserve and that which established the National Park Service (as amended).

ANILCA emphasizes the preservation and protection of the park/preserve's resources. In all cases, the minimum interest needed to carry out the intent of Congress will be defined and sought. Fee acquisition may be justified to protect key resources that are essential to the purpose of the park/preserve or to provide for visitor use or improved resource management. A scenic or conservation easement may be required to protect the unit from incompatible developments or modifications that will impair its environment and detract from a visitor's experience. Cooperative agreements may be sought to ensure that the management of nonfederal lands will be consistent with park/preserve objectives.

Regulations cannot be considered as a substitute for the acquisition of interests in land, although the Park Service will be alert to opportunities to utilize appropriate regulations to maintain existing land uses and environmental quality within the area. They can also be used to supplement other methods.

### Effectiveness

Implementation of the recommended plan will be effective in complying with the congressional mandates for the area and with the Department of the Interior's policy of minimizing federal acquisition of nonfederal property rights.

### Sociocultural Impacts

If the recommended actions in the following section were successfully implemented, there would be minimal impacts on the nonfederal landowners. The goal of the land protection program at Wrangell-St. Elias National Park/Preserve is to ensure that the integrity of the unit is preserved, while allowing present residents to continue their way of life to the maximum extent compatible with the purposes of the unit.

### METHODS OF ACQUISITION

Four primary methods of acquisition of fee and less-than-fee interests in lands are used in Alaska: donation, purchase, exchange, and relinquishment.

## Donation

Landowners may be motivated to donate their property or specific interests in their land to achieve conservation objectives. Tax benefits of donation may also be an important incentive because donations of fee are deductible from taxable income. Easement donations may also provide deductions from taxable income but are subject to certain IRS requirements to qualify as a charitable contribution.

Landowners are encouraged to consult their own qualified tax advisors to discuss the detailed advantages of donations. NPS representatives may be able to provide some general examples of tax advantages but cannot provide tax advice or commitments of what deductions will be allowed by the IRS.

## Exchange

Land or interests in land may be acquired by exchange. The land to be exchanged must be located in Alaska and must be of approximate equal value. Differences in value may be resolved by making cash payments or a secretarial finding that the exchange is in the public interest when appropriate.

The National Park Service will also consider other federal lands within the authorized boundary as potential exchange lands to consolidate NPS jurisdiction over more management units. An example will be an exchange of private land within the designated wilderness for federal land outside the wilderness boundary.

Other federal lands in Alaska that become surplus to agency needs will normally go through disposition procedures, including public sale. The National Park Service will work with the Bureau of Land Management and the General Services Administration to determine if any additional federal land may be available for exchange purposes.

## Purchase

Acquisition by purchase requires funds to be appropriated by Congress or donated from private sources. Further funding for purchase depends primarily on future appropriations. Potential donations of funds or purchases by individuals or organizations interested in holding land for conservation purposes will be encouraged.

## Relinquishment

State and native corporation lands under application may be relinquished, resulting in fee reversion to the United States. The relinquishing entity may use the acreage being relinquished to qualify for other lands outside the unit.



## RECOMMENDATIONS

### ACQUISITION

The recommended means of land protection for nonfederal land in Wrangell-St. Elias National Park/Preserve are listed in priority order below. Ownership type, location, acreages involved, minimum interest needed for protection, justification, and proposed method of acquisition, if applicable, are also given. It should be noted that priorities may be readjusted if incompatible uses develop, as additional information is obtained, or to address emergencies or hardships. The land protection plan will be reviewed every two years and revised as necessary to reflect new information and changing uses and priorities. Because of the vast amount of nonfederal land within the park/preserve and continuing changes in the status of that land, the land protection process for Wrangell-St. Elias will, by necessity, be a dynamic process which will see numerous changes and updates over the next several years.

This plan identifies a preferred method of acquisition, but recognizes that the actual means of acquisition of land or interests in land may change as a result of negotiation. From the federal point of view, exchange is the preferred method; donations are encouraged. Purchase with appropriated or donated funds, bargain sales, and lease-back are other possible methods. It should be noted that the appropriation of funds for land acquisition is expected to be very limited for the next five years. Therefore, the purchase of nonfederal interests in the park/preserve is expected to be minimal. Exercise of the power of eminent domain will not be used unless it is necessary in emergencies to prevent imminent land use activities that will severely damage the integrity of the park/preserve's values. The Alaska Land Bank or other cooperative agreements may be used for interim or long-term protection of lands in some instances.

### LAND PROTECTION PRIORITIES

As discussed earlier, it is not possible to make tract-by-tract recommendations at this time. Future revisions of the land protection plan will contain tract-by-tract analysis as land status issues are resolved and more information on individual tracts is obtained. For purposes of analysis in this plan, the nonfederal lands have been grouped into broad categories defined by type of ownership and location. They are grouped in this section by priority. In some cases the ownership categories (e.g., patented mining claims) have been broken down further by location in the following discussion. Categories within each priority group are considered relatively equal in priority. Actual negotiations for actions recommended within a priority group will be determined by factors such as availability of funds, willing seller, changes in use, donation, availability of lands for exchange, degree of threat to park/preserve resources, and consideration of hardship as defined in section 1302(g).

The minimum interest identified for each category applies in general to the category when considering acceptable levels of protection needed for

park/preserve resources, current uses of the nonfederal land, etc. Because a tract-by-tract analysis was not done within each category, there can be instances where a higher degree of protection will be needed for a particular parcel. For example, where less-than-fee is recommended for the category, there may be parcels where fee simple interests are sought because of unique or extenuating circumstances such as landowners' prerogatives or factors unknown until the time of negotiation. These examples can include unwillingness of landowner to sell less-than-fee, economic hardship on the landowner, no significant monetary difference between purchase of less-than-fee and fee-simple interests, need for an administrative site, or other factors brought forward during negotiations.

Priority group I includes relatively unimproved and/or isolated parcels most important to maintaining the undeveloped character of the park/preserve. These are tracts of land where changes in the minerals market or general economic situation will most likely result in development or where subdivision and sale of smaller lots is possible. Acquisition of interests (fee or less-than-fee) in these areas is important to meeting the congressional intent that the National Park Service prevent substantial population increases, land speculation, and further subdivision within park/preserve areas that will result in increased pressure on park/preserve resources.

Priority group II consists primarily of tracts where protection of scenic quality is important and areas where additional or expanded development will adversely affect park/preserve resources. The tracts are either large blocks of land owned or selected by the regional native corporations or smaller tracts where development has already occurred.

Priority group III includes parcels where current uses of the land are compatible with park/preserve purposes and resources. Little or no change in these uses is anticipated at this time.

These priority groups are shown on the Land Protection Priorities map in the back pocket. The number of tracts and acreage figures used in the following categories are based on current available information. As more information is obtained and various land selection issues are resolved, these figures will change.

### Priority Group 1

Type of ownership: Patented mining claims

Location: Isolated in designated wilderness

Number: 65 lode claims; 15 tracts

Total acreage: 1,307

Minimum interest needed: Fee

Justification: To maintain in perpetuity the quality of the large blocks of designated wilderness surrounding these tracts, it is necessary to acquire all rights. Any development including rights of access under title XI would adversely affect scenic quality, wildlife, and wilderness character.

Recommended method of acquisition: Exchange, donation, purchase

Type of ownership: Small tracts

Location: Isolated in designated wilderness

Number: 5

Total acreage: 107

Minimum interest needed: Less-than-fee (easement)

Justification: Current uses of these lands (primarily small-scale visitor service operations, subsistence or trapline camps, or family recreational sites) are compatible with the surrounding wilderness lands. Any significant increases in use or recreational/residential development or change in access methods will be incompatible with wilderness management. Further development rights and subdivision rights need to be acquired to prevent undesirable expansion of uses on these tracts.

Recommended method of acquisition: Exchange, donation, purchase

Type of ownership: Patented mining claims

Location: Isolated in nonwilderness

Number: 24 lode claims, three tracts

Total acreage: 407

Minimum interest needed: Fee

Justification: Any development, including rights of access under title XI, will adversely affect scenic quality, wildlife, and the undeveloped character of the large blocks of surrounding park/preserve lands that may be suitable for wilderness designation.

Recommended method of acquisition: Exchange, donation, purchase

Type of ownership: Small tracts

Location: Isolated in nonwilderness

Number: 11

Total acreage: 371

Minimum interest needed: Less-than-fee (easement)

Justification: Current uses of these lands (primarily small-scale visitor service operations, subsistence or trapline camps, or family recreational sites) are compatible with the management of the surrounding park lands. Any significant increases in use or recreational/residential development or change in access methods will be incompatible with scenic and wildlife values. Further development rights and subdivision rights need to be acquired to prevent expansion of uses on these tracts.

Recommended method of acquisition: Exchange, donation, purchase

Type of ownership: Small tracts

Location: Chisana Complex

Number: 3

Total acreage: 218

Minimum interest needed: Less-than-fee (easement)

Justification: These tracts are located within a historic mining area. Historic structures are located on many of these properties. Three structures on public lands have been nominated to the National Register of Historic Places. There are also significant wildlife values (moose and caribou) in the area. Limited additional development will not impair the historic or wildlife values. However, to maintain the historic integrity, provide for current rural lifestyles, and protect wildlife habitat, architectural and visual controls and prevention of subdivision are needed.

Recommended method of acquisition: Donation, purchase

Type of ownership: Small tracts

Location: May Creek/Nizina Complex

Number: 6

Total acreage: 355

Minimum interest needed: Less-than-fee (easement)

Justification: Unlike the Chisana area, the small tracts in the area are relatively dispersed. They are occupied primarily by local rural residents engaged in subsistence hunting, trapping, and gathering activities. These current uses of the tracts are compatible with management of the surrounding park lands. However, because of their dispersed nature, any significant increases in use or recreational/residential development will impair the scenic or other qualities and disrupt the rural lifestyle. Further development rights and subdivision rights need to be acquired to prevent expansion of development and uses on these tracts.

Recommended method of acquisition: Donation, purchase

Type of ownership: Small tracts

Location: Chitina Valley (Lakina River to Nizina)

Number: 28

Total acreage: 4,832

Minimum interest needed: Less-than-fee (easement)

Justification: This segment of the Chitina Valley is characterized by a concentration of small tracts along with state and university lands (see following sections). It is this mix and concentration of lands that distinguishes this segment from other segments in the Chitina Valley and the Nabesna Road corridor. Private and state lands have been recently subdivided and many lots sold. There is a trend toward further subdivision. While an individual subdivision may not



pose significant adverse effects to park resources and the rural landscape and lifestyle, it is the potential for additional large block subdivisions on both private and state lands and the cumulative effects of several small subdivisions that are of concern. Additional subdivisions concentrated in the upper Chitina Valley would result in an influx of both year-round and seasonal residents. This in turn would create additional pressure on park resources (effects on wildlife, illegal cutting of timber, water quality, etc.), demand for infrastructure support on park lands (landfills, access roads, firewood, etc.), and disruption of the rural landscape and lifestyle. (The National Park Service is not authorized to accommodate major infrastructure needs solely for local residents.) Limited additional development on already improved private property would not be adverse to park resources or the rural landscape and lifestyle. It is the cumulative adverse effects from additional subdivisions that are of concern. Therefore, the acquisition of easements preventing additional subdivision of private lands as well as limiting development through architectural and visual controls in this segment is recommended.

Recommended method of acquisition: Donation, purchase

Type of ownership: State (Alaska Department of Natural Resources)

Location: Chitina Valley (Lakina River to Nizina)

Total acreage: 18,570

Minimum interest needed: Contractual (cooperative agreement)

Justification: As discussed above, this segment of the Chitina Valley is characterized by a concentration of small tracts along with state and university lands. It is this mix and concentration of lands that distinguishes this segment from other segments in the Chitina Valley and the Nabesna Road corridor. There is a trend toward subdividing the private and state lands in this segment. State subdivision disposals occurred in 1982 and an additional 2,900 acres are proposed for 1987. While an individual subdivision may not pose significant adverse effects on park resources and the rural landscape and lifestyle, it is the potential for additional large block subdivisions on both private and state lands that is of concern. Additional subdivisions concentrated in the upper Chitina Valley will result in an influx of both year-round and seasonal residents. This in turn will create additional pressure on park resources (wildlife impacts, illegal cutting of timber, etc.), demand for infrastructure support on park lands (landfills, firewood, access roads, etc.), and disruption of the rural landscape and lifestyle. (The National Park Service is not

authorized to accommodate major infrastructure needs solely for local residents.) The National Park Service will propose a cooperative agreement with the state that precludes further subdivision of state land but provides for infrastructure needs (landfills, firewood, house logs, etc.) of current residents as well as needed recreational and visitor service development. If a cooperative agreement does not prove feasible, acquisition of fee title by donation or exchange will be necessary to provide adequate long-term protection of park/preserve values.

Recommended method of protection: Cooperative agreement

Type of ownership: State (University of Alaska)

Location: Chitina Valley

Total acreage: 8,200

Minimum interest needed: Contractual (cooperative agreement)

Justification: While public recreational use of these lands is not currently restricted and there are no known proposals that will conflict with park purposes, such management is not formalized and is subject to change. A cooperative agreement to provide for land management compatible with the adjoining park/preserve lands (e.g., infrastructure for local residents, university-related activities, recreational and visitor service development, etc.) will be sufficient to protect these lands at this time. The agreement will also provide that the university not develop or subdivide any of the lands without first consulting with the National Park Service to work toward mutual benefits. If a cooperative agreement is not sufficient, the National Park Service will propose a land exchange to remove university ownership of lands from the park/preserve.

Recommended method of protection: Cooperative agreement

## Priority Group 2

Type of ownership: Small tracts

Location: Nabesna Road corridor

Number: 22

Total acreage: 845

Minimum interest needed: Less-than-fee (easement)

Justification: Unlike the upper Chitina Valley where there is a concentration of small tracts and state lands, the nonfederal lands in this corridor are all small tracts of private land and are relatively dispersed. They are occupied primarily by year-round residents who are engaged in commercial guiding, subsistence, or an isolated rural lifestyle. Some additional development in the corridor will not be incompatible with park management and the rural landscape and lifestyle.

Acquisition of less-than-fee interests will be sufficient to maintain the existing rural character and protect park/preserve resources such as migrating caribou. The National Park Service proposes to acquire easements incorporating architectural, visual, and subdivision controls to allow for continuation of current uses and some new development but to prevent substantial population increases.

Recommended method of acquisition: Donation, purchase

Type of ownership: Small tracts

Location: Chitina Valley (Strelina-West Bank of the Lakina River)

Number: 20

Total acreage: 2,069

Minimum interest needed: Less-than-fee (easement)

Justification: Unlike the upper Chitina Valley where there is a concentration of small tracts and state lands, the nonfederal lands in this segment are all small tracts of private land and are relatively dispersed. They are occupied by a mixture of year-round and seasonal residents who are engaged in commercial guiding, subsistence, an isolated rural lifestyle, or recreation. Controlled development in this segment will not be incompatible with park management and the rural landscape and lifestyle. As with other private and state lands in the valley, there is the potential for subdivision of these lands. To preserve the largely natural landscape and the scenic integrity of the adjoining park lands, less-than-fee interests (easements) should be acquired to maintain architectural compatibility and appropriate placement of new facilities and to prevent further subdivision of the lands.

Recommended method of acquisition: Donation, purchase

Type of ownership: Native regional corporation (Ahtna, Inc.)

Location: Western and northwestern portion of park/preserve

Total acreage: Interim conveyance - 586,851

Application\* - 541,495

Overlapping application\* - 88,906

Minimum interest needed: Interim: Contractual (Alaska Land Bank or other cooperative agreement)

Long Term: Fee (exchange) or less-than-fee (easement)

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\*Not all lands selected by native corporations are expected to be conveyed because their selections have exceeded total acreage entitlements.

Justification: Ahtna, Inc., is the major nonfederal landholder within the boundaries of the park/preserve. Over time and to the extent practical and possible, the National Park Service will negotiate with Ahtna to remove its holdings from within the park/preserve. If all lands cannot be eliminated from within the boundaries, a consolidation of the scattered lands will be sought to provide benefits to the United States and Ahtna, Inc. Until such time as Ahtna lands can be acquired or consolidated, an Alaska Land Bank or other agreement with Ahtna should provide sufficient interim protection for these lands. For consolidated holdings, easements, or in some cases agreements, may be appropriate and should be sufficient to maintain park/preserve values in these areas.

The areas to be protected by the above actions are the Copper River Valley and foothills of the Wrangell Mountains which are integral parts of the scenic vistas available from the Richardson Highway and Tok cutoff. Industrial development of these lands by Ahtna, Inc., will be highly disruptive to the scenic integrity of the area. Scenic beauty and quality are one of the primary purposes of the park/preserve. Exchange for lands outside the park/preserve's boundary or consolidation of holdings will enhance the long-term goals of the National Park Service and Ahtna, Inc., and reduce the chance of conflict between their different goals and purposes.

Recommended method of acquisition: Exchange, donation, or purchase

Type of ownership: Native regional corporation  
(Chugach Natives, Inc.)

Location: Southwest portion of the park/preserve along the Bremner River; southern portion east of Icy Bay

Total acreage: Interim Conveyance - 370

Application\* - 158,261

Overlapping Application\* - 4,495

Minimum interest needed: Interim: Contractural (Alaska Land Bank or other cooperative agreement)

Long Term: Fee (exchange)

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\*Not all lands selected by native corporations are expected to be conveyed because their selections have exceeded total acreage entitlements.



Justification: The legislative history of ANILCA makes specific mention of protecting the Bremner River and associated resource values. Some of the Bremner River land selections, including valuable wildlife habitat, are to be relinquished by Chugach Natives, Inc., pursuant to a 1983 land settlement with them. Remaining lands include additional wildlife habitat and scenic and wilderness values. The lands east of Icy Bay contain prime mountain goat habitat and are part of the scenic foreground to Mt. St. Elias, a major scenic feature. The National Park Service will negotiate with Chugach Natives, Inc., over time and to the extent practical and possible, to remove its holdings from within the park/preserve. Fee acquisition is necessary to ensure long-term protection of lands and values of these areas and allow for public use. Pending acquisition of the lands, an Alaska Land Bank or other agreement which provides reasonable protection of park/preserve values in these areas will likely be adequate.

Recommended method of acquisition: Exchange

Type of ownership: Small tracts

Location: Within native regional and village corporation lands  
(application, interim conveyance, or patent)

Number: 9

Total acreage: 660

Minimum interest needed: Less-than-fee (easement)

Justification: No acquisition of any interest is proposed at this time until the protection issue of the surrounding native lands is resolved. If, after exchanges are made, any of these tracts are isolated within park/preserve lands, the National Park Service will seek to acquire an interest in the lands to limit development and use to existing levels.

Recommended method of acquisition: Donation or purchase of an easement

Type of ownership: Patented mining claims with access

Location: Within native patented, interim conveyance,  
or application lands

Number: 54 claims, 16 tracts

Total acreage: 1,102

Minimum interest needed: Less-than-fee

Justification: No acquisition or other action is proposed at this time until the protection issue of the surrounding native lands is resolved. If, after exchanges are made, any of these claims are isolated within park/preserve lands, the National Park Service will seek to acquire the nonmineral interests in the lands if necessary. Mining plans of operation pursuant to 36 CFR 9A may be sufficient to regulate mining activity and protect park/preserve values.

Recommended method of acquisition: Donation or purchase

Type of ownership: Patented mining claims with current access

Location: Various locations throughout the park/preserve

Number: 139 claims, 32 tracts

Total acreage: 4,347

Minimum interest needed: Less-than-fee in the nonmineral estate; none in the mineral estate

Justification: These are claims where some form of access exists and where some form of mining activity has taken or is taking place. Active mines that require surface access over public lands are subject to plans of operation. Federal law provides sufficient regulatory authority to protect park resources in these cases. Acquisition of the nonmineral interest will prevent changes in use (e.g., from mining to recreational or second home development) and related population increases.

Recommended method of acquisition: Donation, purchase

Type of ownership: Patented mining claims

Location: Terminus of road corridors (Nabesna and Kennecott areas)

Number: 159 claims, 32 tracts

Total acreage: 4,443

Minimum interest needed: Less-than-fee

Justification: These claims are in areas that have been developed for past and present mining activity. Additional mining-related development consistent with existing state and federal law is acceptable within these areas. Acquisition of the nonmineral interests will prevent changes in use that will result in significant population increases, land speculation, or other development that will be incompatible with the existing rural landscape and lifestyle as well as place increased pressure on the resources of the surrounding park/preserve lands (e.g., wildlife, scenic quality).

Recommended method of acquisition: Donation, purchase

### Priority Group 3

Type of ownership: Small tracts

Location: Chitina Valley (Copper River - Strelina)

Number: 6

Total acreage: 610

Minimum interest needed: Less-than-fee (easement)

Justification: Unlike the upper Chitina Valley where there is a concentration of small tracts and state lands, the nonfederal lands in this segment are small tracts of private land and University of Alaska lands. The small tracts are relatively dispersed. In addition, they are surrounded by lands interimly conveyed to the Chitina Village, Inc. They are occupied by a mixture of year-round and seasonal residents who are engaged in commercial guiding, subsistence, an isolated rural lifestyle, or recreation. Some additional development in this segment will not be incompatible with park management and the rural landscape and lifestyle. As with other private lands and state lands in the valley, there is the potential for subdivision of these lands. To preserve the existing rural landscape and the scenic integrity of the valley until the issue of the surrounding native lands is resolved, the Park Service will seek to acquire interests in these tracts that maintain compatible architectural styles and provide for proper placement of new facilities as well as prevent further subdivision of the lands. If, after exchanges for the native lands are made, any of these tracts are isolated within park/preserve lands, the National Park Service will seek to acquire easements incorporating architectural, visual, and subdivision controls. Protection of these lands will be coordinated with protective efforts and measures for surrounding lands.

Recommended method of acquisition: Donation, purchase

Type of ownership: State (Alaska Department of Natural Resources)

Location: 1. West of Icy Bay  
2. East of the Copper River near Glennallen  
3. Submerged lands under navigable streams

Total acreage: 1. Tentatively approved - 12,910  
2. Patent - 20,115, Application - 14,598  
Overlapping Application - 4,408  
3. 42,975

Minimum interest needed: Cooperation

Justification: The current uses of these lands are subsistence, recreation, and trapping. These uses are compatible with park/preserve purposes and management objectives. Cooperative agreements that maintain compatible uses and preclude incompatible activities should be sufficient. The agreements should exclude

the location or leasing of mineral interests in the beds of navigable rivers or the conduct of mining operations. If a cooperative agreement is not satisfactory, acquisition of fee title or a conservation easement will be necessary to preclude incompatible uses of these lands.

Recommended method of protection: Cooperative agreement

Type of ownership: Native Village Corporation  
(Chitina Village, Inc.)

Location: North of Chitina along the Copper River

Total acreage: Interim conveyance - 60,894

Application\* - 26,998

Overlapping application\* - 15,304

Minimum interest needed: Fee (exchange)

Justification: Chitina Village, Inc., a native village corporation, is a major nonfederal landholder within the boundaries of the park/preserve. Over time and to the extent practical and possible, the National Park Service will negotiate with Chitina Village, Inc., to remove its holdings from within the park/preserve. If any lands cannot be eliminated from within the boundaries, a consolidation of the scattered lands will be sought to provide benefits to the United States and Chitina Village, Inc. Pending acquisition or consolidation, an Alaska land bank or similar agreement with the corporation to provide compatible uses and interim protection to these lands will likely be adequate. Any consolidated holdings will be evaluated as to whether an easement or Alaska Land Bank agreement will provide sufficient protection.

The areas to be protected by the above actions are the Copper River Valley east of Copper Center and north of Chitina. These lands are integral parts of the scenic vistas available both in and outside the park/preserve. Economic development of these lands by Chitina Village, Inc., will be disruptive to the scenic integrity of the area. Scenic beauty and quality are one of the primary purposes of the park/preserve. Exchange for lands outside the park/preserve's boundary or a consolidation of the holdings will enhance the long-term goals of both the National Park Service and Chitina Village and reduce the chance of conflict between their different goals and purposes.

Recommended method of acquisition: Exchange

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\*Not all lands selected by native corporations are expected to be conveyed because their selections have exceeded total acreage entitlements.



Type of ownership: Small tracts (native allotments)

Location: Malaspina Glacier Forelands

Number: 3

Total acreage: 320

Minimum interest needed: Less-than-fee (easement)

Justification: The current use of these allotments as bases for seasonal commercial fishing and subsistence is compatible with purposes and management objectives of the park/preserve. An easement that will prevent significant expansion of these activities and related developments beyond their 1979 level will be sufficient. This will be consistent with section 205 of ANILCA, which directs the National Park Service to accommodate commercial fishing on preserve lands but to ensure there is not a significant expansion beyond 1979 levels.

Recommended method of acquisition: Donation, purchase

Type of ownership: Cemetery and historic sites applied for under section 14(h)(1) of ANCSA

Location: Scattered throughout the park/preserve north of the Chitina River

Total acreage: 57,100 acres applied for

Minimum interest needed: Fee

Justification: These scattered tracts have been selected and applied for under section 14(h)(1) of ANCSA on the basis that they contain cemeteries or historical values of local or regional native concern. Any cultural resources these sites may contain form part of the cultural resource base of the park/preserve and should remain in the ownership of the United States for protection and possible interpretation. Relinquishment of the site selections by the applicant is recommended.

Recommended method of acquisition: Relinquishment of selection

### No Priority Group

### Unpatented Mining Claims: 798

Mineral examinations will be conducted and mineral reports prepared as quickly as practical for the assessment of validity. Mineral contests will be recommended as appropriate. Mining claims declared invalid will be null and void, and no private interest will remain in the land. Mining claims found to be valid will be subject to regulations of 36 CFR 9A if any operations are proposed. All other federal and state laws which affect mining operations also apply, and an approved plan of operation is required. Proposed operations that are considered to be too adverse to park values and cannot be adequately mitigated may not be approved. Where operations have not been proposed for valid mining claims but development of the claims will cause significant adverse effects on park resources, acquisition of the mineral interests should be sought by donation and purchase.





## PART THREE Environmental Assessment





## INTRODUCTION TO THE ASSESSMENT

The main issues addressed by the draft plan and considered in this environmental assessment include cooperative programs, visitor services and facilities, types and locations of access, land management, resources management, and park operations.

Four alternatives are described that address the issues. The proposed action is the draft plan presented in part one of this document and contains elements from several of the following alternatives. This environmental assessment also describes the park/preserve environment, anticipated impacts of the alternatives and draft plan, and consultation and coordination that took place during the planning.

There have been numerous studies done in the Wrangell-St. Elias area. The most comprehensive studies were the 1973 Environmental Impact Statement, Proposed Wrangell-St. Elias National Park and its 1978 supplement, to which the reader is referred for more detailed information about the environment (see the bibliography at the end of this document).

## ALTERNATIVES

### ACTIONS COMMON TO ALL ALTERNATIVES

Certain actions are prescribed by law or policy and others do not lend themselves to alternative formulation. The following actions that respond to these laws, regulations, and policies will prevail regardless of the plan that is ultimately implemented and thus are inherent in all alternatives and the draft plan. The provisions of ANILCA and the interim regulations fit into this category.

The National Park Service will cooperate with the state of Alaska, other governmental entities, private groups, and individuals having interests in the park/preserve. A cooperative approach to problem solving and to resource protection will be the most effective way to manage the area. This approach is described in the "Cooperation with Others" section.

The resource management plan, which will be completed in 1985, is a separate document. Its provisions are summarized in the "Resource Management" section of the draft plan.

The policies for land exchanges, the land bank, wilderness suitability, minerals management, treatment of nonfederal land within park/preserve boundaries, and similar land management issues are described in the "Land Management" section of the draft plan and in the land protection plan.

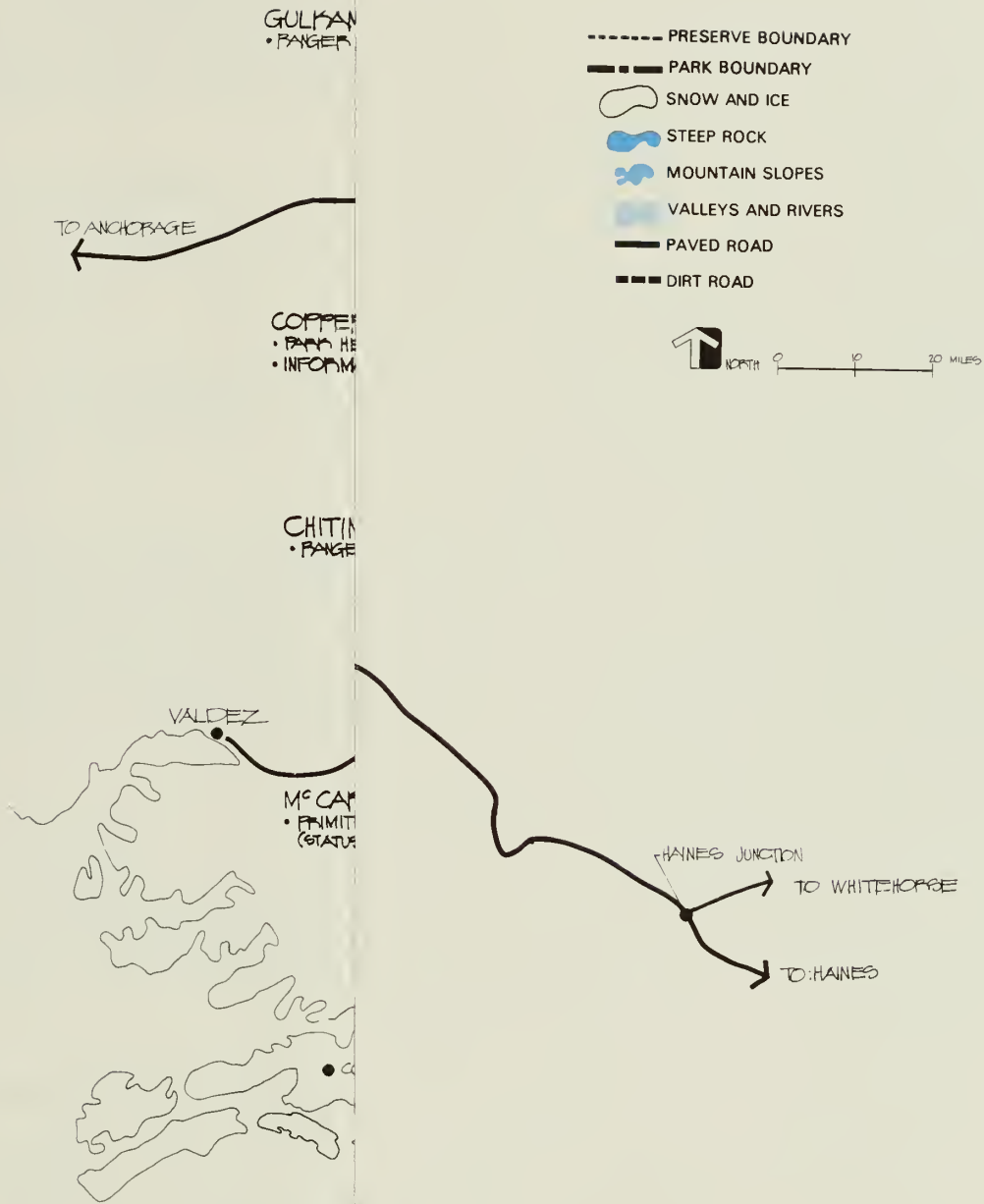
An interpretive prospectus, concession management plan, and safety plan will be prepared to supplement the draft plan.

### ALTERNATIVE A - NO-ACTION ALTERNATIVE

#### The User Experience

Under the no-action alternative, conditions in the park/preserve would not change significantly from those that exist now, and the nature of use would not be expected to change over the short term (see Alternative A map). Mountaineering, river running, wilderness exploration, hunting, trapping, and fishing would be the predominant uses, as described under User Analysis in the "Affected Environment" section. The self-reliant visitor would be best accommodated. There would be virtually no access improvements, no support facilities for safety or shelter within the park/preserve, and little contact with park staff. Activities would generally be self-initiated or self-guided. People would meet the land on its own terms, with NPS involvement primarily oriented to managing the resources rather than offering public services.

Over the long term, there would probably be a slight shift in the nature of use and of the user experience. As the national park designation appears on maps and as the park/preserve gets more publicity, increasing numbers of visitors might pursue river-running, backpacking, and mountaineering. Because access conditions remain difficult by lower '48



# ALTERNATIVE 'A'

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standards, more outfitters might offer package trips for backpackers, sportsmen, and photographers. As the park grows in popularity, recreational home development on private land might increase. Both of these changes would affect the lifestyle of rural residents and, in some cases, increase use in more accessible areas.

### Information/Interpretation

Users would be expected to have researched their trips in advance and to come prepared to safely use and enjoy the park/preserve on an independent basis.

Headquarters near Copper Center would provide information about access, conditions, and resources, and interpretation on the significance of park/preserve resources. Publications related to the park/preserve would be sold.

An information brochure about the park/preserve would be sent by mail upon request and would be distributed at major visitor information sites, such as the Alaska Department of Highways visitor center in Tok, the visitor information center in Valdez, and the interagency visitor centers in Anchorage and Fairbanks. All ranger stations would have basic park/preserve information. An orientation display would be posted at the Yakutat airport. In-park interpretation or visitor services would not be offered.

### Commercial Services

Overnight accommodations and other visitor services would be left to commercial operations based on private land. A commercial use license is required when a commercial service is conducted on public land within the unit boundary.

### General Development and Access

NPS development would be limited to leased facilities except for the Gulkana operational center. Development would be minimal to meet life, health, and safety standards and provide an administrative framework. Access would be via the state secondary road system and aircraft. Existing private lodges, cabins, hunting and fishing camps, and similar facilities were discussed in the "Commercial Services" section of the plan and would not be directly affected by any of the alternatives.

Glennallen - Copper Center Area. Park headquarters would remain in leased buildings near Copper Center. A ranger station would remain in an NPS-owned facility at the Gulkana airport.

Chitina Valley. The ranger station in Chitina would remain in a leased building.

At May Creek, leased space in an existing structure would continue to serve as a seasonal ranger station.

Slana-Nabesna Area. NPS buildings on leased private land near the state highway maintenance area at Slana would continue to serve as a ranger station.

Existing tent frames in the Jack Lake area would remain an intermittent seasonal ranger station.

Coastal Areas. In Yakutat, a ranger station would remain in leased space.

Backcountry Areas. There would be no new development in the backcountry, but rangers would continue to patrol these areas.

### Boundary Changes

None proposed.

## ALTERNATIVE B

### The User Experience

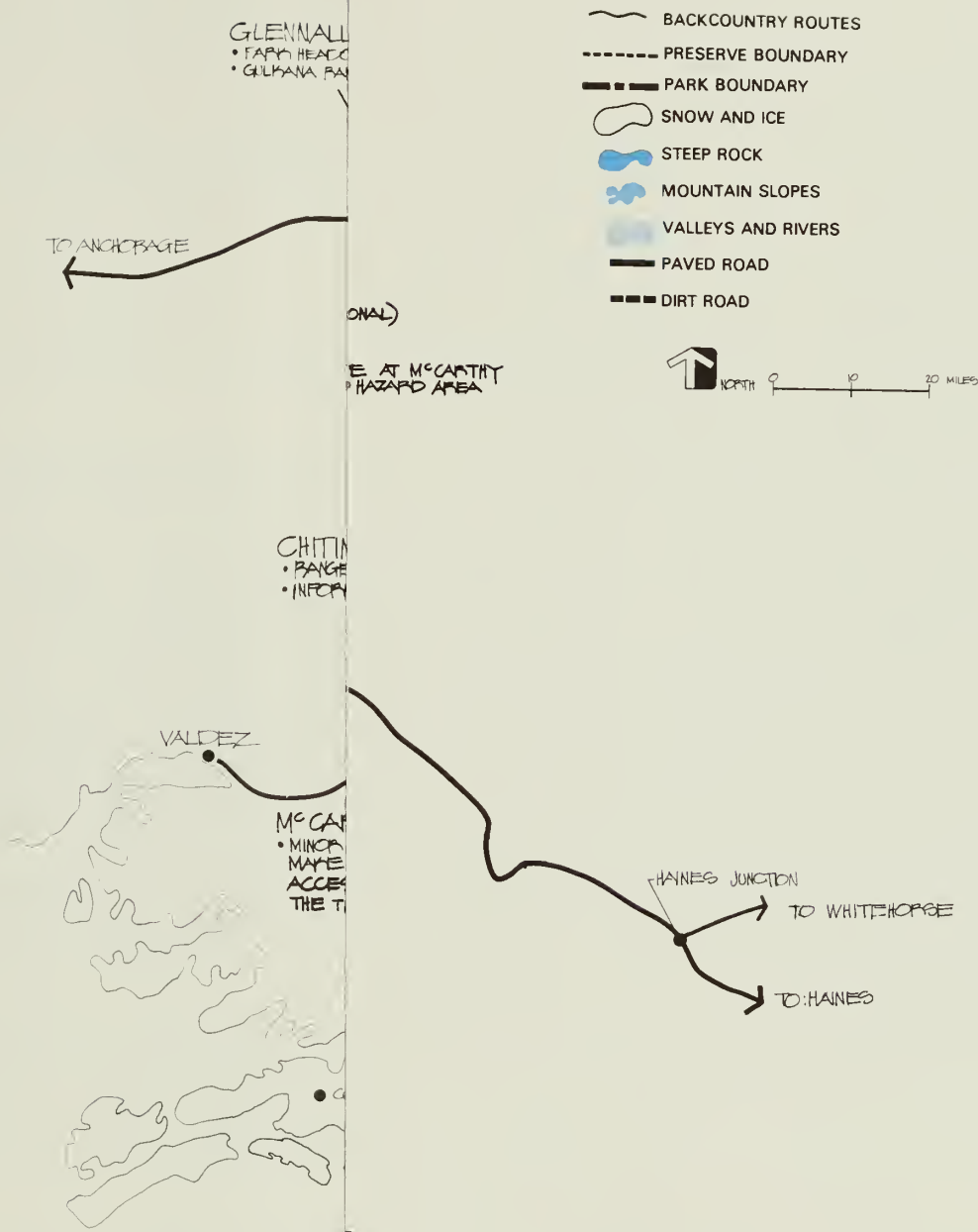
Implementation of alternative B would provide opportunities for a minimally structured experience (see Alternative B map). There would be some improvements in access and safety features that could encourage additional use, even though no "attractions" would be created or publicized. For example, there would be a campground near McCarthy and trailhead parking and a new foot trail at Nabesna. Wilderness activities would still predominate. However, marked routes in the backcountry, route maps, ranger stations within the park/preserve (rather than outside the area), and information and interpretive material would make visitors more aware of what to expect traveling in the backcountry. The experience would still be primarily self-guided and self-initiated in all parts of the park/preserve.

Modest increases in visitation would be expected, and the effects would be felt primarily along the Nabesna and McCarthy road corridors where, as in alternative A, contacts between resident and nonresident users would increase.

### Information/Interpretation

As in alternative A, visitors would be expected to plan their trips independently. However, information on current conditions would be available to help increase their safety and to ease their travel. There would be no in-park personal services, and signs would be minimized.

The information services at headquarters near Glennallen would be similar to those in alternative A. However, some informational material would be



# ALTERNATIVE 'B'

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available to help users find their way around the backcountry. For example, the Park Service would publish a map of backcountry routes. Located near the intersection of two of Alaska's major highways, this center would serve many potential park/preserve users.

Additionally, some informational services would be located at ranger stations and at the Yakutat airport, and wayside exhibits would tell the story of mining history at McCarthy and Nabesna.

### Commercial Services

Commercial services would be left to private enterprise as described under alternative A.

### General Development and Access

There would be little new development under alternative B. Ranger stations would be primarily in existing communities outside the park/preserve. Roads would remain essentially in their present condition. There would be no improvements to trails or airstrips. The backcountry would remain essentially as is.

Glennallen-Copper Center Area. Headquarters would continue to be in this area, either in leased or government-owned buildings. The ranger station would remain at the Gulkana airport, and a Park Service employee housing area would be developed.

Chitina Valley. The Park Service would develop either a leased or government-owned ranger station, maintenance facility, and employee housing area at Chitina.

The McCarthy Road is maintained by the Alaska Department of Transportation; however, the Park Service would encourage them to make minor improvements, such as drainage culverts and fill, to make it accessible for two-wheel-drive vehicles during most of the summer season. Negotiations would be needed to accomplish this goal, and these improvements, if agreeable to the state, could be cooperatively funded.

A parking area would be developed on the west side of the Kennicott River. This development would also be negotiated, and if agreeable, done cooperatively with the state. Land might be purchased or leased from the University of Alaska or private landowners on a willing seller basis. The new Kennicott River trams would remain. A ranger station, information/interpretation wayside exhibit, and employee housing area would be developed in McCarthy. If possible, these facilities would be provided by the private sector by a lease arrangement; otherwise, they would be built on federal land. The Park Service would provide an information wayside exhibit at the airstrip and a walk-in campground between McCarthy and Kennecott. A floodplain study would be necessary for the Kennicott River and McCarthy areas and must precede any site planning.

Slana-Nabesna Area. At Slana, the Park Service would retain its ranger station. A maintenance facility, employee housing area, information wayside exhibit, and airstrip would be developed.

A parking area would be built northwest of Devils Mountain Lodge, and visitor access to the Nabesna townsite would be along a new foot trail. Termination of the road at this point would have to be negotiated with the Alaska Department of Transportation. The Park Service would develop a seasonal ranger station and information/interpretation wayside exhibit at Nabesna. All development in the Nabesna area would depend on the willingness of the owner to enter into a lease, public use easement, or acquisition agreement.

The Nabesna mine area contains hundreds of leaking 55-gallon drums containing unknown substances. Prior to public use a detailed evaluation of public health hazards and a plan to resolve any related problems would be completed.

Coastal Areas. Yakutat would be the location of a ranger station, maintenance facility, and information/interpretation wayside exhibit. The ranger station and maintenance facility would be in a long-term leased building, or the Park Service might purchase property and build the facility. Housing for Park Service employees would be provided by private enterprise.

Backcountry Areas. A seasonal ranger station would be at Chisana. Existing backcountry routes would continue to be used with no improvements. At selected locations, existing cabins would be maintained for public safety and Park Service patrol.

### Boundary Changes

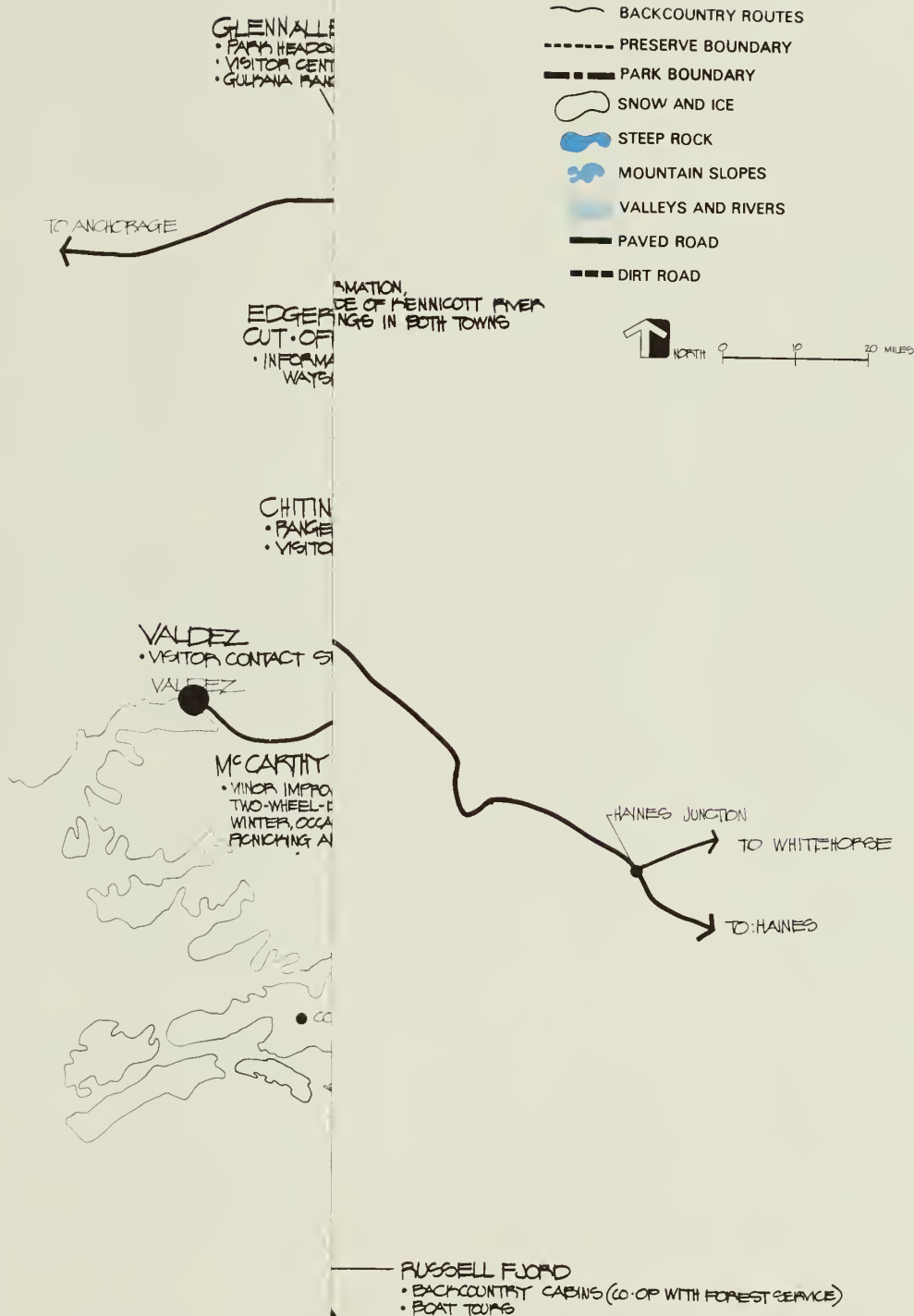
None proposed.

## ALTERNATIVE C

### The User Experience

Actions under alternative C would provide a greater range of opportunities for visitors than currently exists (see Alternative C map). Existing roads would be upgraded, with turnouts, comfort stations, and picnic tables to provide relatively easy access for passenger vehicles. The Park Service would ensure that certain visitor accommodations would be available within the boundaries, and shelters and water crossings would be provided in some locations along the backcountry route system.

The long-time user might feel "crowded out" of the easily accessible sites by users who come to sightsee, visit old mining camps, run rivers, hike, and photograph the park/preserve. The long-time user could reach undeveloped areas with little more effort than in the past. Major portions of the park/preserve would be left untouched for those who would still



# ALTERNATIVE 'C'

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GLENNALLEN AREA  
• PARK HEADQUARTERS  
• VISITOR CENTER  
• GULFANA RANGER STATION

EDGERTON CUT-OFF  
• INFORMATION WAYSIDE

CHITINA  
• RANGER STATION (SEASONAL)  
• VISITOR CONTACT STATION

VALDEZ  
• VISITOR CONTACT STATION

MC CARTHY ROAD  
• MINOR IMPROVEMENTS, USUALLY TWO-WHEEL-DRIVE ACCESSIBLE INCLUDING WINTER, OCCASIONAL FULL-ORPS WITH FENCING AND TOILETS

NABESNA TOWNSITE  
• RANGER STATION  
• CAMPGROUND  
• CABINS  
• REALIGN ROAD ACCESS  
• INFORMATION/INTERPRETATION

CHISANA  
• RANGER STATION (SEASONAL)

KENNECOTT/MCCARTHY  
• RANGER STATION, CAMPGROUND, INFORMATION, RELOCATED PARKING ON WEST SIDE OF KENNICOTT RIVER  
• INTERPRETATION IN HISTORIC BUILDINGS IN BOTH TOWNS  
• SHUTTLE BETWEEN TOWNS

RUSSELL FJORD  
• BACKCOUNTRY CABINS (CO-OP WITH FOREST SERVICE)  
• BOAT TOWNS

YAKUTAT  
• RANGER STATION  
• INFORMATION/INTERPRETATION WAYSIDE

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seek a totally unstructured and unguided experience. At the same time many new users would have the opportunity to get into the park/preserve and even, perhaps, travel beyond the threshold points of Kennecott, McCarthy, and Nabesna.

Plowing of the McCarthy Road in the winter would open more of the area for winter use than has been in the past. Cross-country skiers, snowmobilers, and dog teams would be able to begin their travels from any place along the road corridor.

### Information/Interpretation

Alternative C includes an information/interpretation program designed to enhance users' understanding and appreciation of the park/preserve resources and to provide information. There would be an attempt to spark people's interest in further exploring the area and its resources. Programs for users would be provided in the park/preserve and on its periphery, including ranger-led activities and static exhibits.

A visitor center would be built near the intersection of the Richardson and Glenn highways near Glennallen. It would contain exhibits and an audiovisual program about the park and its human and natural history. Four wayside exhibits would be developed in cooperation with the state of Alaska at points along the Richardson Highway on the west bank of the Copper River. A small visitor contact station would also be built in Valdez, and an exhibit describing the coastal areas of the park would be placed in Yakutat.

Information waysides on the Edgerton Highway and at the McCarthy airstrip would describe the Park Service and commercial services available in the park/preserve which are accessible from those sites. These waysides would also stress respect for private property within the boundaries. At Slana and at the confluence of the Chitina and Copper rivers, the two spots where state roads enter the park, there would be visitor contact stations.

Rangers would be frequently seen in the frontcountry. Backcountry information would be available at ranger stations.

The Park Service would lease space in old structures in both McCarthy and Kennecott to tell about the history of those mining-related communities, and private enterprise would be encouraged to operate a shuttle bus between those communities for travelers who park on the west side of the river and cross over by tram.

The Nabesna townsite would also be interpreted. Information/interpretive signs and occasional ranger-led walks would explore the history of the Nabesna area and the contemporary mining activity at the site.

### Commercial Services

As described under alternatives A and B, most or all of the commercial services would be provided by private enterprise. Specifically, the

National Park Service would like to see cabin rentals near the Nabesna townsite and campgrounds near Nabesna and where the McCarthy Road ends at the Kennicott River. If private enterprise does not provide these facilities, the Park Service would consider a concession operation or might construct the campground. Any concession contract would be negotiated according to section 1307 of ANILCA, which gives the most directly affected native corporation and local residents preferential consideration for such contracts.

### General Development and Access

Alternative C would provide moderate development near existing communities, moderate improvements of existing roads, and minor improvements in backcountry access. The Nabesna townsite and Kennecott/McCarthy would be prime visitor attractions, and access would be improved to these areas. A backcountry route system with occasional shelter cabins would connect Nabesna and McCarthy via Skolai Pass and other locations. Park Service facilities would be near the two historic areas and other existing communities.

Glennallen-Copper Center Area. The headquarters and visitor center would be in this area, either in a leased or government-owned building. The ranger station at the Gulkana airport would remain, and a new Park Service maintenance facility and employee housing area would be developed in the Glennallen area.

Chitina Valley. A seasonal ranger station/visitor contact station would be in or near Chitina.

Pending a cooperative agreement negotiated with the state, the McCarthy Road would be improved to the west bank of the Kennicott River. It would be accessible to two-wheel-drive vehicles and would be plowed during the winter. A few scenic pullouts with picnic tables and comfort stations would be developed.

A ranger station, campground, parking area, and information/interpretation wayside exhibit would be developed west of the Kennicott River pending a land sale or long-term lease with the University of Alaska or private landowners. A Park Service maintenance facility and employee housing area would also be developed there. A river put-in would be developed for rafters and kayakers. The Kennicott River trams would not change. A floodplain study would be necessary for this area and would have to precede any site planning. A floodplain study would be necessary for the McCarthy area.

Existing buildings in McCarthy and Kennecott would be leased or purchased and adaptively used for interpretation. Visitor access to Kennecott would be by foot or privately operated shuttle service. An information wayside exhibit would be located at the McCarthy airstrip.

Slana-Nabesna Area. A visitor contact station would be developed at Slana, the entrance to the Nabesna Road corridor.

A new gravel road, cooperatively planned and built with the state, would be built to the Nabesna townsite. It would bypass Devils Mountain Lodge to avoid through-traffic past the lodge. Pending a cooperative agreement with the owner for a public easement, lease, or acquisition of property, the Park Service would develop an information/interpretation wayside exhibit at Nabesna and a ranger station, campground, maintenance facility, and employee housing area on adjacent federal land. Private enterprise would be encouraged to develop rental cabins in the Nabesna area, but if they failed to do so, the Park Service would consider developing a concession operation.

The Nabesna mine area contains hundreds of leaking 55-gallon drums containing unknown substances. Prior to public use, a detailed evaluation of public health hazards and a plan to resolve any related problems would be completed.

Coastal Areas. Yakutat would be the location of a Park Service ranger station, maintenance area, employee housing area, and information/interpretation wayside exhibit. These facilities would be provided using long-term leases or the Park Service would acquire property and build them.

Russell Fjord, at the end of Yakutat Bay, would be the location of backcountry cabins operated cooperatively with the U.S. Forest Service. Private enterprise would be encouraged to provide boat tours of Russell Fjord and Yakutat Bay. If private enterprise did not provide these tours, the Park Service would consider concession operations.

At Valdez, the Park Service would develop a visitor contact station that could be operated with or without a staff.

Backcountry Areas. A seasonal ranger station would be provided at Chisana.

A route system would connect McCarthy, Skolai Pass, Chisana, Horsefeld, Nabesna, Tanada Lake, and Jack Lake. Routes would also extend out of the Silver Lake/Strelina area to Coppertown via the Kotsina River Valley and Dixie Pass. Nugget Creek would be accessible by a route extending north from the McCarthy Road. Short routes over Nikolai Pass and between May Creek and Chititu would be in the McCarthy area. These routes are existing and would not be improved except at major streams, where crossings would be built to improve safety.

Shelter cabins serving the trail system would be located at Glacier Creek, Skolai Pass, Solo Creek, Solo Mountain, and Horsefeld.

### Boundary Changes

Section 103(b) of ANILCA permits the secretary of the interior to make "minor" boundary adjustments. These adjustments are limited to a net increase or decrease in the gross acreage of the unit of up to 23,000 acres.

The Park Service would implement a series of minor changes in the wilderness boundary as shown on the Proposed Boundary Change map (back pocket). The purpose for these changes is to move the wilderness boundary from section lines to natural features. ANILCA, section 103(b) states that, whenever possible, boundaries should follow hydrographic divides or embrace other topographic or natural features. This allows boundaries to be identified on the ground by park/preserve users and staff.

While these changes would affect the status of about 159,000 acres, the net change of the adjustment would add approximately 16,700 acres to wilderness. This relatively small increase in the wilderness area is within the 23,000-acre limit set by Congress.

Changes to the park/preserve boundary are not proposed as a part of this alternative.

## ALTERNATIVE D

### The User Experience

Alternative D would make the strongest distinctions between frontcountry and backcountry use of any of the alternatives (see Alternative D map). Rustic facilities capable of accommodating all users, including the elderly, the young, the tour bus traveler, and the disabled, would be located at Orange Hill and the upper Kuskulana Valley. Horse liveries, float trips, improved hiking trails, spectacular views, interpretive programs, food, and comfortable lodging would all be available. These new developments would be away from rural resident communities.

Wilderness-oriented, backcountry users could, at the same time, find unstructured experiences. Because the improved trail network would be confined to areas near Orange Hill and the upper Kuskulana Valley, backcountry access and conditions in other parts of the park/preserve would not be greatly changed. The McCarthy Road beyond Strelna would not be improved.

Those who ventured to McCarthy/Kennecott or traveled into the backcountry would not have significantly different experiences than they do now, although some increase in users is inevitable.

### Information/Interpretation

Information/interpretation would be characterized by efforts to attract people into the developed areas of the park, where they would be provided many types of services. Away from the developed areas, NPS presence would be minimized.

A visitor contact station would be near Glennallen, and information waysides telling about services and facilities would be at Slana, the



GLENNALL  
 • VISITOR CC  
 • PARK HEADQUARTERS  
 • GULFANA

TO ANCHORAGE

UPPER MUSKULANA/COPPER  
 • LODGE/CABINS/CAMPGROUND/  
 STORE  
 • ROAD ACCESS IMPROVED  
 FOR TWO-WHEEL-DRIVE  
 • LIVERY  
 • WINTER USE CENTER

IRON MOUNTAIN  
 • CAMPGROUND  
 • ROAD ACCESS  
 • TRAILHEAD

STRELNA  
 • RANGER STATION  
 • IMPROVE MCCARTHY  
 TO STRELNA

VALDEZ  
 • VISITOR CONTACT

VALDEZ

- BACKCOUNTRY TRAIL
- - - - - PRESERVE BOUNDARY
- - - - - PARK BOUNDARY
- SNOW AND ICE
- STEEP ROCK
- MOUNTAIN SLOPES
- VALLEYS AND RIVERS
- PAVED ROAD
- - - - - DIRT ROAD



HAINES JUNCTION

TO WHITEHORSE

TO HAINES

# ALTERNATIVE 'D'

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# ALTERNATIVE 'D'

## WRANGELL - ST. ELIAS

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Edgerton Highway, and the Yakutat airport. A visitor contact station would also be developed at Valdez.

Wayside exhibits would interpret the Nabesna townsite and other points of interest along roads and trails. A full interpretive program would be offered to frontcountry visitors at Orange Hill, upper Kuskulana Valley, and Iron Mountain, including campfire programs and guided activities. The Ahtna native corporation would be encouraged to conduct interpretive programs in park facilities or to reconstruct traditional Ahtna dwellings for presentation of cultural demonstrations near one of their historic settlements.

Information waysides stressing respect for the privacy and rights of rural residents would be developed at the McCarthy airport, Slana, Chisana, May Creek, and other locations near concentrations of private property.

### Commercial Services

Commercial services would be the same as described under alternative C, except that the Park Service would ensure that the Orange Hill and upper Kuskulana Valley developments were constructed by setting up concession operations if a private entrepreneur did not initiate the development.

Services that might accompany the growing visitation and wider variety of activities likely to ensue from implementation of this alternative would be winter lodging and food service in Chitina or McCarthy, rentals of winter sports equipment in Chitina, flightseeing packages, horse liveries, and grocery sales. The National Park Service would ensure that some quality accommodations were available to the public with this greater variety and number of people.

### General Development and Access

Alternative D would offer a variety of facilities, but mostly at locations apart from existing rural residents. The Iron Mountain and upper Kuskulana Valley areas north of Strelina and the Orange Hill area south of Nabesna would be the locations for major visitor developments. Trails would be centered around these two sites, and Park Service rangers would have a high visibility in these areas. Most of the backcountry and existing communities would be relatively unaffected by Park Service development. Floodplain studies would be necessary where new roads would cross streams or rivers.

Glennallen - Copper Center Area. A visitor contact station would be in a prominent location near the intersection of the Glenn and Richardson highways. Park headquarters, a maintenance facility, and employee housing area would also be developed in this area. These could be in long-term leased or government-owned facilities. The ranger station at the Gulkana airport would remain.



Chitina Valley. No Park Service development would occur in Chitina. Strelna would be the location of a ranger station, maintenance facility, and employee housing area. These could be in long-term leased facilities or built by the Park Service on federal land.

The road to Strelna would be improved, and new gravel roads would be built north to Iron Mountain and the upper Kuskulana Valley. Iron Mountain would be the location of a campground and trailhead. The upper Kuskulana Valley would be developed into a year-round resort. Private enterprise would be encouraged to develop a lodge, rental cabins, general store, and horse livery. The Park Service would provide a campground, river put-in, and trailheads in the upper Kuskulana valley. Coppertown would be the trail destination for visitors starting at Iron Mountain and the upper Kuskulana Valley. Private enterprise would be encouraged to provide rental cabins at Coppertown, but the Park Service would provide them if private enterprise failed to do so. The existing four-wheel-drive road to Coppertown would remain in its present condition and would be open only to mine operators. The road from Strelna to McCarthy would remain in its present condition.

Slana - Nabesna Area. An information wayside exhibit would be located at Slana, the entrance to the Nabesna Road corridor.

The Jack Lake area would be the location of a Park Service ranger station, maintenance facility, and housing area. These could be in long-term leased facilities or built by the Park Service on federal land. A new gravel road would be built around the existing Devils Mountain Lodge and up the Nabesna River to Orange Hill.

Facilities would be developed at Orange Hill to provide resort services. The Park Service would construct a ranger station/visitor contact station, campground, and trailhead. Private enterprise would be encouraged to develop a lodge, rental cabins, and horse livery. If necessary, the Park Service would provide these facilities on a concession basis.

A trailhead along the new Orange Hill Road would provide foot access to the Nabesna townsite for visitors. An interpretive wayside exhibit would be placed at Nabesna.

The Nabesna mine area contains hundreds of leaking 55-gallon drums containing unknown substances. Prior to public use a detailed evaluation of public health hazards, and a plan to resolve any related problems would be completed.

Coastal Areas. Yakutat would be the location of a Park Service ranger station, employee housing area, and information/interpretation wayside exhibit. These facilities could be provided on long-term leases or the Park Service could purchase property and build them.

At Valdez, the Park Service would develop a visitor contact station that could be operated with or without staff.



Backcountry Areas. Improved trails would extend from the Orange Hill and Nabesna areas.

Loop trails would also be developed to connect the upper Kuskulana, Iron Mountain, Coppertown, and the Gilahina River area.

#### Boundary Changes

None Proposed.

## AFFECTED ENVIRONMENT

Wrangell-St. Elias National Park/Preserve extends over a region of vast proportions and diverse environments, representing some of the most outstanding examples of Alaska's natural and cultural resources. Extensive high mountain terrain, enormous glaciers and icefields, active thermal features, large canyons, extensive wildlife populations, and major historic mining complexes represent a few of the more significant resources. In recognition of the area's international significance, Wrangell-St. Elias and Kluane National Park in Canada have been jointly placed on the World Heritage List by the United Nations Educational, Scientific, and Cultural Organization.

Following is a brief description of the park/preserve environment to assist the reader in understanding the plan proposals and their impacts. An extensive description of the environment is contained in the Final Environmental Statement (USDI 1973a and 1973b). While references cited in this document have added to that base of information, the FES still represents the most complete compilation of information on the park/preserve to date. The following description of the environment presents the most current information available and will undoubtedly change and expand as more scientific research is conducted in the future.

### NATURAL ENVIRONMENT

#### Topography

Wrangell-St. Elias National Park/Preserve contains vast areas of extremely rugged high mountain terrain. Major ranges include the Wrangell, St. Elias, Chugach, Mentasta, and Nutzotin mountains. While separately named, these ranges are not physiographically distinct. The Mentasta and Nutzotin mountains are actually an extension of the Alaska Range. They eventually grade into the Kluane Mountains in Canada. The Wrangell and St. Elias mountains form one continuous range running into Canada, and the Chugach Mountains also merge with the St. Elias Mountains in the southeastern area of the park. Together these ranges form a mountain wilderness unsurpassed in North America and comparable to all other major mountain groups in the world.

Mount St. Elias, at 18,008 feet, is the second tallest peak in the United States. The vertical relief is staggering, considering that Icy Bay, which is at sea level, is a mere 15 miles to the south. Mt. Logan, across the border in Canada's Kluane National Park, soars to a height of 19,850 feet, second only to Mt. McKinley (Denali) in North American summits. The region includes the largest concentration of mountain terrain exceeding 14,500 feet in North America. Wrangell-St. Elias National Park contains nine of the 16 highest peaks in the U.S.

Vertical relief is also significant in the Wrangells. Mt. Sanford, at 16,237 feet, towers above the Copper River basin (elevation under 2,000 feet). Other prominent peaks include Mt. Wrangell (14,163 feet), Mt. Drum (12,010 feet), and Mt. Blackburn (16,390 feet).

## Climate/Air Quality

Wrangell-St. Elias is the only park/preserve in Alaska that spans three of the state's four climatic zones recognized by the National Weather Service--maritime, transitional, and continental. The arctic is the only zone not represented at Wrangells.

The mountains of the park/preserve serve as a barrier to moist maritime air from the Gulf of Alaska and dry continental air from the interior. As a result, coastal communities, such as Yakutat and the coastal Chugach and St. Elias mountains, receive extremely heavy precipitation, with sea level precipitation averaging over 130 inches and annual snowfalls at higher elevations averaging more than 600 inches. Temperatures along the coast are relatively moderate with winter lows of around 0°F and summer highs in the 70s.

The lower elevations of the Copper River basin are in the transitional zone between the maritime and continental zones. Precipitation is much less, about 10 to 12 inches annually, with about 50 inches of snow. McCarthy, located up the Chitina River valley, receives about 24 inches, and snowfall is considerably heavier too. The transitional zone grades into the continental zone on the north side of the Wrangell Mountains and Mentasta/Nutzotin range. These mountains produce a secondary rain shadow, and precipitation drops to about 8 inches per year. The transitional and interior portions of the region are subject to extreme seasonal temperature variations, with lows down to -70°F and highs up to 80°.

The high country of the park/preserve is a land of perpetual winter. Snow occurs any time of the year, which results in extensive snow and icefields.

Air quality in the region is excellent, resulting in spectacular views on clear days. Overcast skies are more often the norm, even in the Wrangells, because of the strong coastal influence. Often only the base of these mammoth mountains can be seen from the lowland areas.

## Geology/Hydrology

The geology of the park/preserve is extremely diverse (see Special Geological/Hydrological Features map). Rock formations include those of igneous, sedimentary, and metamorphic origins. Significant paleontological resources have not been identified in the park/preserve. Current geological theory suggests that the terrains of the region may have developed at a much lower latitude and migrated up to collide with the North American continent, causing uplift and formation of the massive mountain ranges in the park/preserve. Two major faults run through the park/preserve displaying evidence of major tectonic plate movement resulting in major earthquakes and associated volcanic activity.

The spectacular peaks of the Wrangell Mountains are all geologically young volcanoes. Mt. Drum (12,010 feet), Mt. Sanford (16,237 feet), Mt. Blackburn (16,390 feet), and Mt. Bona (16,421 feet) are dormant, but

Mt. Wrangell (14,163 feet) is still active with vents of steam near the summit. Mt. Wrangell is one of the largest andesitic volcanoes in the world (Benson, personal communication). It erupted as recently as 1930, and while relatively quiet since then, an abrupt increase in heat flux at the summit occurred following the great Alaska earthquake in 1964 (Benson 1982). Although heat flow has been variable since 1964, it has recently been showing a dramatic increase (Motyka and Benson 1983).

On the western flank of Mt. Drum are three large thermal springs known as mud volcanoes. The western Wrangells area is being studied for geothermal energy development by the state of Alaska and USGS. It appears to have high potential, given the proximity to the state's road system (USDI, GS 1982).

Chitistone and Nizina canyons are of particular geological interest in that they display many of the geological features and processes of eastern Alaska in a relatively small area. These canyons far exceed the scale of Yosemite Valley in California and include an even greater diversity of geological elements (USDI 1973). The upper Chitistone also includes a spectacular 300-foot waterfall, and the lower canyon has sheer walls rising 4,000 feet above the river.

The eastern Chugach Mountains, Wrangell Mountains, and St. Elias Mountains in the U.S. and Canada include the largest concentration of glaciers in North America. Many of these are in a state of equilibrium or retreat. Some are still steadily advancing, and others are subject to periodic surges. Surging glaciers are of considerable scientific interest. Variegated Glacier has been of particular interest because it surges every 20 years. Currently it is advancing at a rate in excess of 10 meters per day (Personal communication with Robert Krimmel, USDI, GS 1983).

Malaspina Glacier is the largest piedmont glacier in North America. It has been placed on the National Registry of Natural Landmarks. It covers an area of about 1,500 square miles, an area larger than the state of Rhode Island.

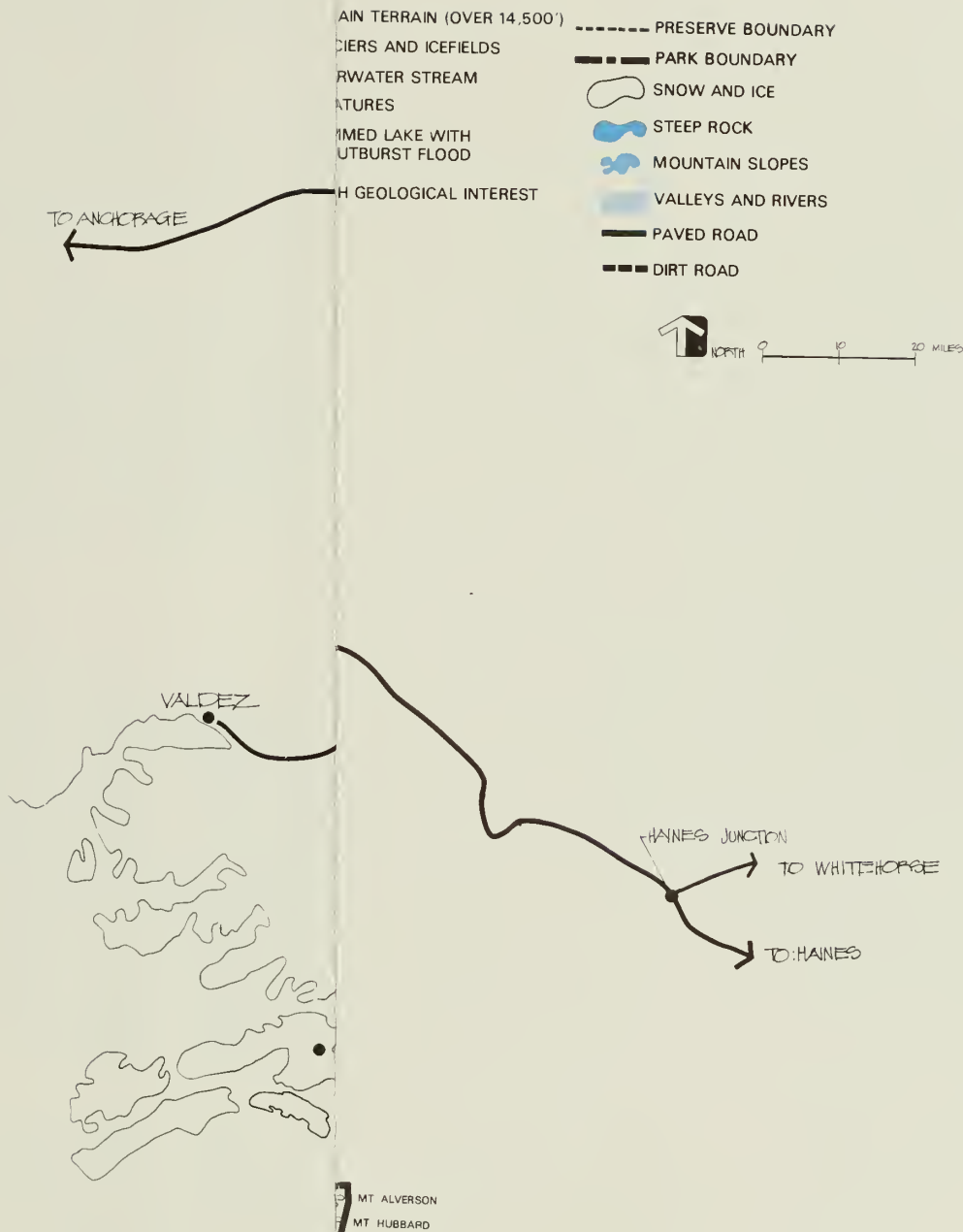
Hubbard Glacier, which flows out of the St. Elias Mountains from Canada into Disenchantment Bay, is one of the largest and most active glaciers in North America (Personal communication with Krimmel 1983). It has the highest, continuous velocity of any glacier on the continent, approximately 10 meters per day.

The park also includes large icefields, which feed these awesome glaciers. Bagley Icefield is the largest, subpolar icefield in North America.

Another related phenomenon is the glacier dammed lakes, of which there are many in the park/preserve. These lakes can release, suddenly causing outburst floods on rivers below (Post and Mayo 1971). One such lake, Hidden Creek Lake, releases annually, causing intense flooding on the Kennicott River. Others include Oily Lake and Malaspina Lake.

While seasonal flooding occurs on all the major rivers of the park/preserve, it is not practicable to identify the 100- and 500-year floodplains for the entire area. Until more specific and detailed





# SPECIAL GEOLOGICAL/ HYDROLOGICAL FEATURES

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information becomes available, a worst-case situation will be assumed. In other words, suspected floodplains will be assumed, until proven otherwise by hydrological study. Considerations of winter ice buildup and iceflow during breakup would be included.

The Copper River is the major watercourse in the region, forming the western boundary of the park/preserve. Major tributaries from within the park include the Chitina, Kotsina, and Bremner rivers. It is estimated that the Chitina, for example, averages an estimated 20,000 cfs. The majority of flow is in the form of summer runoff from glacier and snow melt. It has been estimated that 85 percent of the flow occurs between May 1 and October 31 (USDI 1973).

All major streams drain glaciers and consequently transport large amounts of silt during the summer. Such waters seldom have substantial resident fish populations, but they do provide migration routes from the ocean to spawning and wintering grounds in clearwater tributaries and lakes. The more productive clearwater streams, limited in occurrence, are of great importance for spawning. The major clearwater streams in the park/preserve include the Tebay River, Hanagita River, and Beaver Creek.

### Minerals

The most famous copper mines in Alaska were in the Kennicott deposits within the park/preserve near the mining towns of Kennecott and McCarthy. As a single unit they constituted one of the richest copper deposits in the world (Alaska Department of Commerce and Economic Development 1982). At their height of production in 1916, the mines were producing 175 tons of crude ore per day, averaging 70 percent copper. When the mines were abandoned in 1938, the total production was over 590,000 tons of copper and about 9 million ounces of silver (produced as a by-product). This constitutes nearly 86 percent of the state's copper production and almost half the silver production (U.S. Bureau Mines 1975). However, due to market conditions, the Wrangells area has not been a profitable copper mining area since Kennecott was abandoned in 1938.

The whole south side of the Wrangell Mountains has potential for high grade copper and silver deposits (U.S. Bureau of Mines 1975). The north side of the Wrangells has the potential for molybdenum, lower grade copper, and gold. Major deposits on the north side center around Nabesna and Chisana. There are also chromite deposits at Spirit Mountain near Chitina. While there are extensive historic mines and claims in these areas (see "Land Management" section), mining inside the park/preserve is very limited at this time. Changes in market conditions and access could materially change this situation.

The Copper River basin near Glennallen has some potential for oil and gas (USDI, GS 1982). The southern coastal area has potential for oil and gas and uranium resources (U.S. Bureau of Mines 1975). There appears to be little if any potential for coal resources within the park/preserve boundaries. However, coal development is currently being considered for



the Bering River coalfield southwest of the park. The park/preserve has extensive areas of peat deposits along the Copper and Chitina rivers, although most of the resource is frozen and therefore of lesser importance (Alaska Department of Commerce and Economic Development 1982).

### Soils

Much of the park/preserve is steep rockland, talus, and ice. On the lower slopes, the soils are predominantly loam. They are either poorly drained with permafrost or deep, well-drained gravelly material over bedrock. Soils in valley bottoms are generally well-drained, loamy alluvium on top of gravelly and sandy material. Permafrost is extensive in the region, except along the coast. It is most prevalent and deep in shaded, moist, fine-soiled, and moss-insulated areas. Coarse-grained soils along watercourses and on southfacing slopes are most likely to be free of this frozen condition. Permafrost impedes subsurface drainage, causes unstable soil conditions on sloping ground, and melts readily when disturbed, causing irregular subsidence. There are no prime or unique farmlands in the park/preserve (Fletcher, personal communication, USDA, SCS 1983).

### Vegetation

As mentioned above, much of the park is covered with perpetual ice and snow or barren rock. Alpine tundra is found at elevations between 3,000 and 5,000 feet. Dry tundra, consisting mostly of low, matted alpine plants dominated by mountain avens, is found on the steeper mountain slopes and exposed ridges. Wet (or moist) tundra, consisting of sedges and grasses interspersed with low shrubs, occurs on the lower more gradual slopes. This meadow-like tundra is an extremely productive arctic/alpine vegetation type. It provides summer grazing for caribou, both summer and winter food for Dall sheep, and nesting habitat for migrating tundra birds. Extensive areas of moist tundra can be found in the Chisana area and on the northern flanks of Mt. Sanford.

White spruce, up to 100 feet in height, grow commonly along river bottoms. A representative virgin stand of white spruce in the Chitina valley has been designated as a natural area by the Society of American Foresters (see Special Vegetation Areas map). White spruce is also mixed with birch, balsam poplar, and aspen on upland sites, especially on south-facing slopes with coarse, well-drained, unfrozen soils. Forests along the coast consist of large Sitka spruce and Western hemlock.





In the extensive flat and gently rolling terrain around the Wrangells are large areas of open forest consisting primarily of black spruce with an occasional tamarack and paper birch. These slow-growth, "stunted" forests usually have a continuous shrub layer in depressions and a thick moss layer on the open forest floor. This forest occurs on permafrost soils.

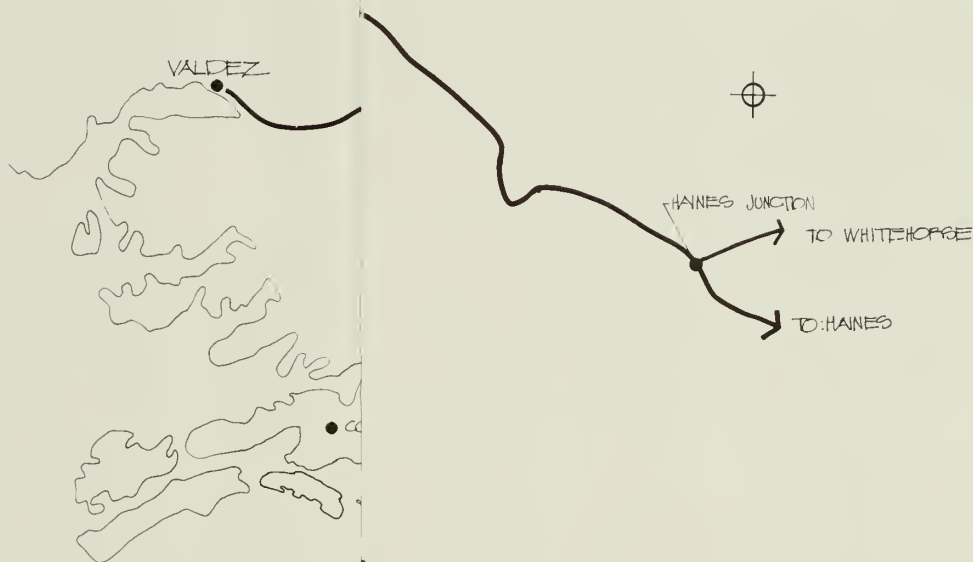
Extensive areas of shrub thickets are within the park/preserve. Dense stands of tall willows are usually found in a bank along streams. Dense



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# BASE MAP FEATURES

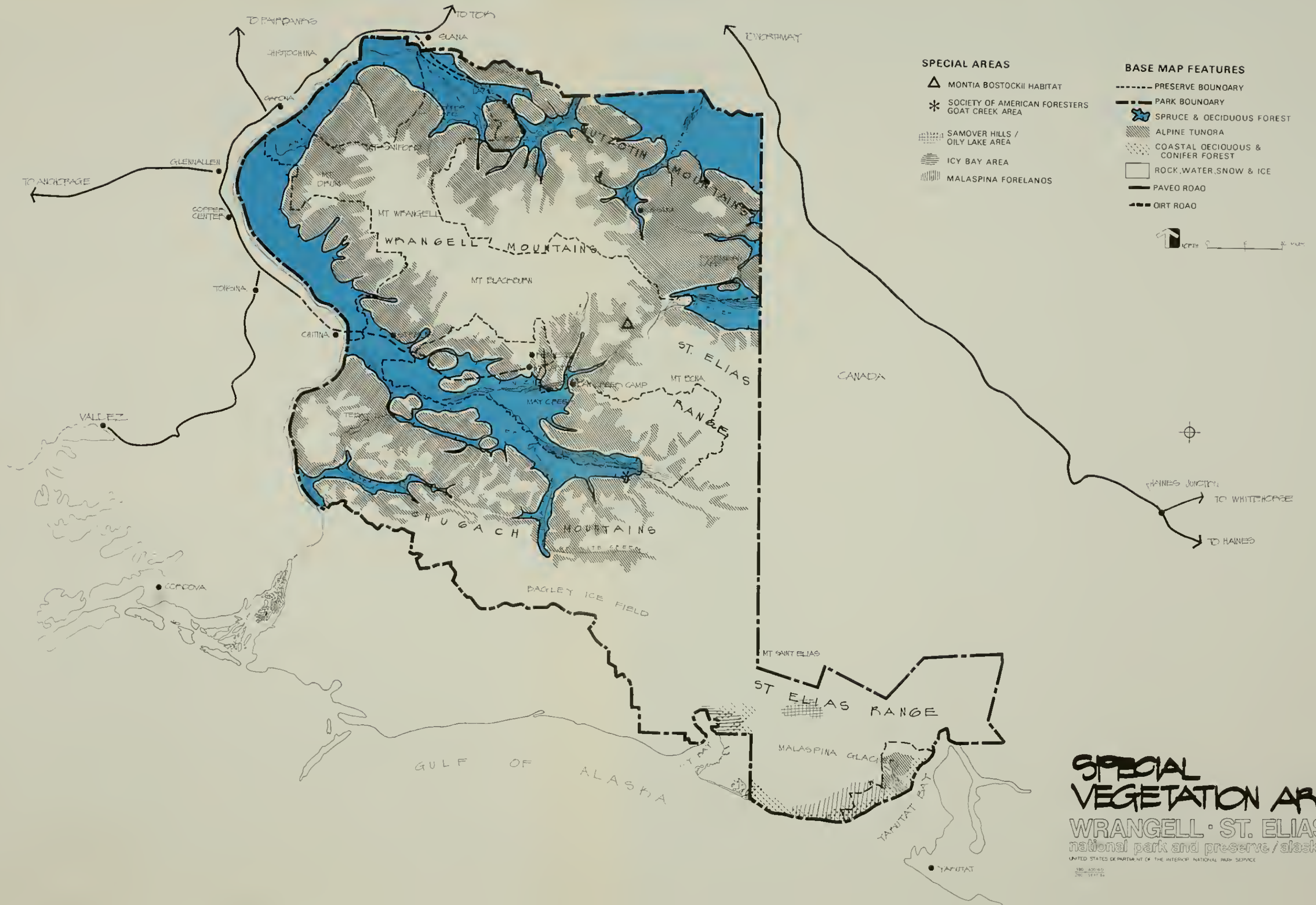
- PRESERVE BOUNDARY
- PARK BOUNDARY
-  SPRUCE & DECIDUOUS FOREST
-  ALPINE TUNDRA
-  COASTAL DECIDUOUS & CONIFER FOREST
-  ROCK, WATER, SNOW & ICE
- PAVED ROAD
- - - DIRT ROAD



## SPECIAL VEGETATION AREAS

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**SPECIAL  
VEGETATION AREAS**  
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alder thickets cover large areas on steep hillsides, especially where avalanches are frequent. Open thickets of resin birch are in the zone between the forest and alpine environments.

Wetlands have not been mapped for the park/preserve. An extensive wetland area is found at the mouth of the Bremner River.

There are no known federally listed endangered or threatened plant species inhabiting the park (USDI, FWS 1983). One candidate species, Montia bostockii, currently under review by the U.S. Fish and Wildlife Service for possible listing, occurs within the park (see Special Vegetation Areas map). It is known to exist in the Skolai Creek-Chitistone Pass area (Murray 1968). It occurs in wet, alpine sedge-grass meadows and in the moist centers of frost scars (Murray 1980). The plant is listed as a "category 1" review species by the Fish and Wildlife Service, meaning that there is sufficient information on hand to support the biological appropriateness of it being listed as endangered or threatened, but other factors are still being considered (USDI, FWS 1980).

Several sites of botanical interest are located in the coastal region of the park/preserve (see Special Vegetation Areas map). The Samovar Hills/Oily Lake area contains many relict plant species and is surrounded by glaciers. Because of scientific interest in plant succession, the Icy Bay area is important as its glaciers recede. The Malaspina Forelands contains a unique association of relict forests, rainforests, wetlands, and forests growing on top of a stagnant glacier.

## Wildlife

The vast and diverse environment of the park/preserve includes major wildlife populations and sensitive habitats (see Sensitive Wildlife Habitats #1 and #2 maps). Caribou herds range in the north and west side of the Wrangells primarily in the preserve. Calving occurs in the White River area, Beaver Creek vicinity, near Chisana, and on the northwest flanks of Mt. Sanford and Mt. Drum (Alaska Department of Fish and Game 1973).

Extensive populations of Dall sheep inhabit the Wrangell Mountains, representing one of the greatest concentrations of wild sheep in North America. They generally occur in compact herds within alpine and subalpine portions of rugged uplands north of the Chitina River. The population is estimated to be between 12,000 and 16,000 sheep, of which approximately 80 percent reside in the preserve and 20 percent in the park (USDI, NPS 1982). Wrangell-St. Elias National Preserve has about 20 to 25 percent of the Dall sheep hunters and sheep harvest in Alaska. Much of their habitat outside Alaska is protected in Kluane National Park in Canada. Numerous mineral licks, important to the sheep, are in the park/preserve. Local populations of mountain goats are found in the park and preserve, in the Chugach Mountains and Icy Bay area, with a few north of the Chitina River.

Brown/grizzly and black bears range throughout the area. The Copper River between Copper Center and Lower Tonsina is intensively used in



the spring, and bears concentrate near Long Lake in the Chitina valley and on fish streams in coastal areas (ADF&G 1973). The glacier bear, a color phase of the black bear, is found on the Malaspina Forelands.

Moose, the region's most widespread lowland ungulate, may be encountered anywhere below 6,000 feet but are most commonly found in brushy areas or bog margins where browse is abundant. They are common on the Malaspina Forelands.

Introduced bison are found in the park/preserve in two small herds, one in the upper Chitina valley and the other near the Copper River between the Dadina and Kotsina rivers.

Wolves are present throughout the area but there are no scientific studies of them in the park/preserve. Wolverines, lynx, martins, beavers, and other furbearers occur throughout the lower reaches of the park/preserve.

The trumpeter swan was once considered to be a threatened species by the U.S. Fish and Wildlife Service but was removed from the list on the basis of surveys showing large numbers of swans in the region. One of the numerous prime nesting areas used by swans is at the mouth of the Bremner River in the park (King, USFWS, personal communication 1983).

Bald and golden eagles nest along rivers in the park/preserve. A concentration of nesting occurs along the Chitina River. Alaska's three species of ptarmigan are found in tundra and willow thickets throughout the area. Other grouse important as game birds include spruce and ruffed grouse. Waterfowl nest in extensive lowland areas along the area's rivers and lakes, and seabirds are common in coastal areas. The Malaspina Forelands and Copper River are migratory bird flyways.

Of the five listed threatened or endangered species in Alaska, only the peregrine falcon may be found in the park/preserve. They are known to migrate through the area, but there is no recorded nesting by peregrines in the park/preserve (USDI, FWS 1983).

Sea lions concentrate along the Sitkagi Bluffs adjacent to the Malaspina Glacier, and harbor seal densities are high in Icy Bay (ADF&G 1973). Eight species of endangered whales occur in Alaska waters (USDOC, National Marine Fisheries Service 1981). The whales migrate in coastal waters outside the park/preserve boundary. Beluga whales (not endangered) use the Grand Wash Slough in the preserve, but the extent or habits of their use is not known.

## CULTURAL HERITAGE

### Ethnology

Wrangell-St. Elias National Park/Preserve, at the time of contact with Europeans, was occupied primarily by Athapaskan Indians, in particular the Ahtna of the Copper River drainage and the Upper Tanana of the Upper Tanana drainage. The southeastern coastal area was occupied by





# SENSITIVE WILDLIFE HABITATS #1

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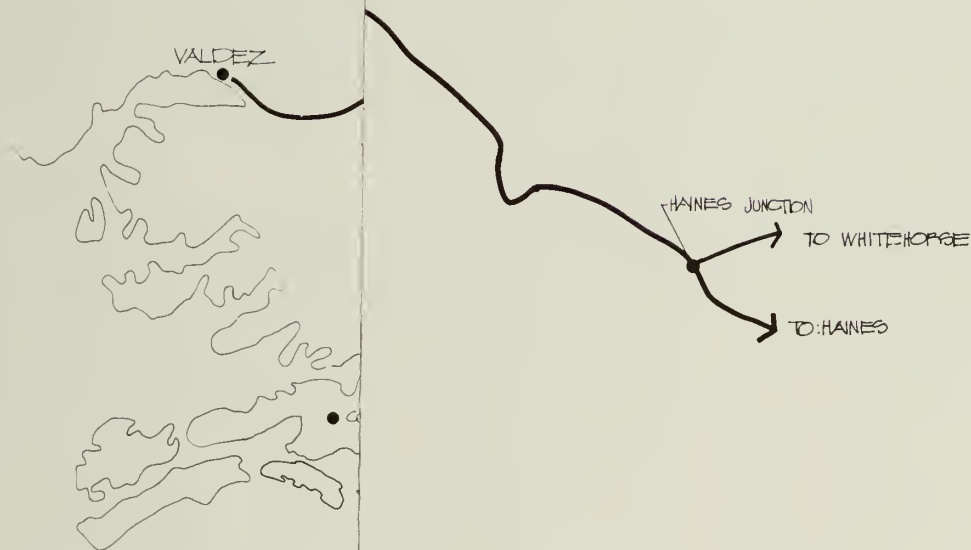
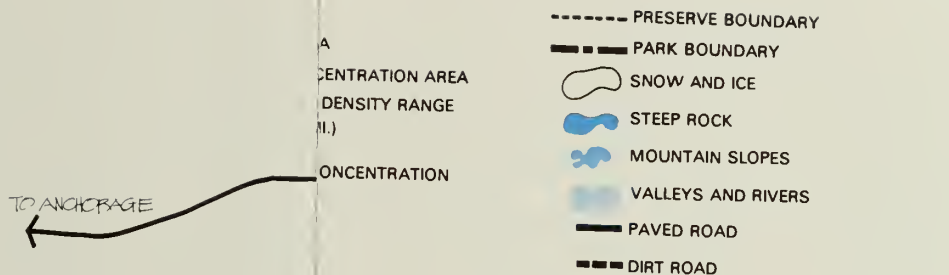
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**SENSITIVE WILDLIFE HABITATS #1**

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# SENSITIVE WILDLIFE HABITATS #2

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**SENSITIVE WILDLIFE HABITATS #2**  
**WRANGELL - ST. ELIAS**  
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Tlingit Indians and occasionally by Eyak Indians. The latter group occupied the area of the Copper River delta. There is evidence that the Eyak, at some time in the past, may have occupied interior portions of the Copper River valley. Chugach Eskimos could be found west of the delta though they probably also ventured into more easterly coastal areas. It is reported that they travelled inland to trade with the Ahtna, and the Ahtna likewise are known to have traded with coastal peoples. Archeological sites relating to the Chugach Eskimo or Eyak Indians may occur within the park/preserve, but no such sites have been found.

The time of arrival of Athapaskan Indians in the area is not well known, but they may have been present for more than a thousand years. What groups occupied the area during earlier periods is purely conjectural because no sites dating to earlier periods are known from within the park/preserve proper. It is reasonable to expect that sites representing a variety of Alaskan cultural traditions and dating to between approximately 1,000 and 9,000 years in age could be found in the park/preserve based on other sites found elsewhere in the Copper River valley. The known sites within the park/preserve are located near the boundary and the area, overall, is not well known archeologically.

Today, descendants of the various native groups that historically occupied and used the park/preserve are very interested in preserving and protecting the significant sites and artifacts representing the remains of their cultural heritage. Pursuant to section 14(h)(4) of ANSCA, the Ahtna Regional Corporation has selected 45,000 acres in the park/preserve. The sites range from cemeteries to historic use sites.

### Archeological Sites

Wrangell-St. Elias National Park and Preserve contains one of the most important groupings of Athapaskan prehistoric and historic archeological sites in Alaska (see Cultural Resources map). The sites include numerous villages, camps, and hunting sites of these Indians, and the remains of other cultural groups such as the Tlingit and Eyak Indians and the Chugach Eskimo. Important sites include Taral, Cross Creek, Batzulnetas and the TLXYK TGWD camp. Available historical and professional accounts attest to the fact that all major drainages within and bordering the park/preserve are rich in archeological values, and the site potential of upland areas away from the drainages is also good. Thus, the resources of the area provide excellent opportunities for scientific research.

In addition to aboriginal sites, the park/preserve also contains ruins and structures representing exploration, mining, and transportation, which are likely to constitute important historic and archeological resources. Examples include the Dan Creek and Sourdough mining camps and the Copper Dairy, to name but a few.

The primary value of the archeological sites is the contribution they can make to the understanding of Athapaskan culture change over time, the results of culture contact between Indian and nonnative groups, and the development of Alaska after contact. The sites represent a continuum

spanning from the prehistoric period to the historic period, including the period of Russian exploration.

There are currently no archeological sites listed on the National Register of Historic Places. However, evaluation for significance is ongoing.

Some of the sites have been and continue to be damaged by the indiscriminate collecting of artifacts and ongoing mining activity, while others are likely being lost through the effects of natural processes.

A number of studies have been prepared that provide important descriptive material concerning the archeological sites found within Wrangell-St. Elias National Park/Preserve and the Copper River valley. Further information about such studies can be obtained from the NPS regional archeologist for Alaska.

## History

Wrangell-St. Elias' history is reflected in place names given by explorers, the sites of Russian fur trading posts, many remains from the Alaska gold rush era, industrial complexes of the early 20th century, and the scattered communities along the Copper River valley.

Following the July 1741 sighting of the Alaskan mainland by Vitus Bering, a series of explorers noted, mapped, and named the Pacific coast--among them Spain's Malispinga, Britain's Cook and Vancouver, and France's LePerouse. The Russian American Company secured the area for Czarist Russia through establishment of redoubts and trade. In the Wrangell-St. Elias area trade occurred along the Copper River at Taral between 1819 and the 1850s. With the 1867 purchase of Alaska by the United States, Taral was abandoned.

Major American exploration by the Army, the U.S. Geological Survey, and the Coastal Geodetic Survey occasioned the first detailed mapping of the Wrangell-St. Elias region. Lt. Allen explored the Chitna and Copper Rivers, in 1884. Geologist Hayes surveyed the White River to Chitina route across the Wrangell mountains in 1891, while geologist Russell explored Mt. St. Elias. By 1896, St. Elias had been climbed.

People were lured to the area by its mineral resources, with information gathered by explorers aiding the stampede during the 1897-1898 Klondike Gold Rush. Though the Klondike was in Canadian territory, 6,000 prospectors attempted to reach the gold fields via an all-American route from Valdez to the Copper River valley and beyond. The route was a failure, but the prospectors scattered into the Wrangell and Chugach mountains. Within 15 years, several minor rushes led to the establishment of mining camps in the headwaters of the Nizina and Chisana rivers and the discovery of the massive Kennicott copper mines.

The development of the Kennecott mines led to the construction of the Copper River and Northwestern Railway, a major engineering feat. A string of railroad towns and the mining camp of Kennecott was also developed. The Kennecott mines, on one of the nation's richest copper



# CULTURAL RESOURCES

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deposits, closed in 1938. Five National Register of Historic Places sites are connected with the Kennecott operation: the Kennecott town and mine complex, the general store and power plant in the railroad town of McCarthy, the Copper River and Northwestern Railroad grade and bridges, and the Chitina tin shop. These last two National Register sites are outside the park/preserve; and one additional site not associated with Kennecott, the Nabesna Gold Mine, is within. These historic sites within park/preserve boundaries (see Cultural Resources map) are all privately owned properties.

Old mail and transportation routes and the history of aviation in the region are also themes of note in the park/preserve. Mail, men, and goods were carried along routes during the heyday of gold and copper mining, but these routes now are considered barely passable. Pilots in primitive aircraft performed daring feats in bringing help and supplies to the camps.

Since World War II and the decline of mining, the Wrangell-St. Elias region has dwindled in population. Hunters and mountaineers use the Copper River valley highway communities as an outfit point. Placer gold mining in recent years has increased with the rise of gold market prices.

The 1982 and 1983 historic resources survey identified sites for nomination to the National Register, including Chisana Historic District, Green Butte Mining Camp, and shelter cabins along the McCarthy-Chisana Trail.

## SOCIETY AND ECONOMY

### Population and Employment

Population in the region, including the coastal communities of Valdez, Cordova, and Yakutat, and communities near the interior transportation corridors, was approximately 8,600 in 1980, a 70.7 percent increase over 1970. Most of this increase was in the communities of Valdez and Glennallen and is associated with the trans-Alaska pipeline. Barring another large construction project in the area, population has probably stabilized. Approximately 15.6 percent of this group was native American in 1970, with most native residents living in Yakutat or the Copper River valley.

Cordova and Yakutat are primarily fishing communities. Valdez is an industrial center because it is the terminus of the trans-Alaska oil pipeline and the site of major maintenance and loading operations. Tok is characterized by support facilities for the Alaska highway. Glennallen is the primary service center for the interior near the park/preserve; government and the S.E.N.D International Mission are major employers. Gulkana, Mentasta Lake, Tazlina, Tanacross, Tetlin, Northway, Kenny Lake, Gakona, Copper Center, Chistochina, and McCarthy are the principal small communities. They are characterized by agriculture, homesteading, mining, and a few small businesses. Copper Center is the focal point of native regional activities.

With the exception of pipeline-related industry, the economy of the region is generally quite undeveloped, relying on seasonal employment and significant subsistence activity. Economic and land-status changes currently underway in Alaska may affect this basic economic structure and the lifestyles of regional residents. Labor force statistics for 1974 show that construction and government employment accounted for 40 percent of the total average annual employment in the region; however, this has probably dropped since completion of pipeline construction. The 1980 census shows that five categories contribute the most jobs to the area's nonagricultural economy: transportation, communications, and utilities; manufacturing; services; construction; and state and local government. Sectors vary considerably by location; for example, Valdez is dominated by manufacturing and construction positions while Yakutat is dominated by the commercial fishing industry and government positions. For an area roughly corresponding to the census area, nonagricultural employment for the third quarter of 1980 was 5,387 persons, 42 percent higher than the first quarter level of 3,778, which reflects the seasonal nature of employment opportunities.

The median family income for the Valdez-Cordova census area in 1979 was \$31,876, and per capita income was \$11,642. This area includes all major park-related communities except Yakutat. Those figures are heavily influenced by Valdez's pipeline-fueled economy. Twelve percent of census area residents had below poverty level incomes in 1979, and 17.9 percent of occupied housing units lacked complete plumbing for exclusive use. For many people in the region, the typical pattern of living is a mix of temporary employment and subsistence activities. Some residents leave home to fish or work construction or pipeline jobs in the summer and will trap in the winter. Others will spend the summer in the region near their homes and then leave for part of the winter to travel or teach. See the "Subsistence" section for a more detailed description of the rural resident lifestyle.

There is a definite mixture of attitudes within the population regarding development or change. Some people welcome the economic opportunities that would come with increased development, others see the same changes as destructive of a lifestyle they treasure, and some individuals hold both attitudes.

Most interior communities are unincorporated and thus there is no collective policy toward development and growth. There are no incorporated communities within the park boundary.


The park/preserve has approximately 100 year-round residents, most of them scattered along the Nabesna and McCarthy roads. They are away from regional traffic flows and thus do not serve truck and tourist traffic. Theirs is typical of the rural resident lifestyle, and their local activities include prospecting, hunting, trapping, fishing, guiding, and other varied pursuits. Most leave the area for at least some part of the year to earn cash or take breaks from their isolated existences.

In the summer this population grows, but not by significant numbers. There are seasonal homes scattered through the Chitina valley and in the towns of McCarthy and Kennecott, but they are sporadically used and probably total less than two dozen.

ND RESIDENTS


----- PRESERVE BOUNDARY

--- PARK BOUNDARY

 SNOW AND ICE

 STEEP ROCK

 MOUNTAIN SLOPES

 VALLEYS AND RIVERS

— PAVED ROAD

- - - DIRT ROAD



TO ANCHORAGE

VALDEZ

HAINES JUNCTION

TO WHITEHORSE

TO HAINES

# YEAR-ROUND RESIDENTS

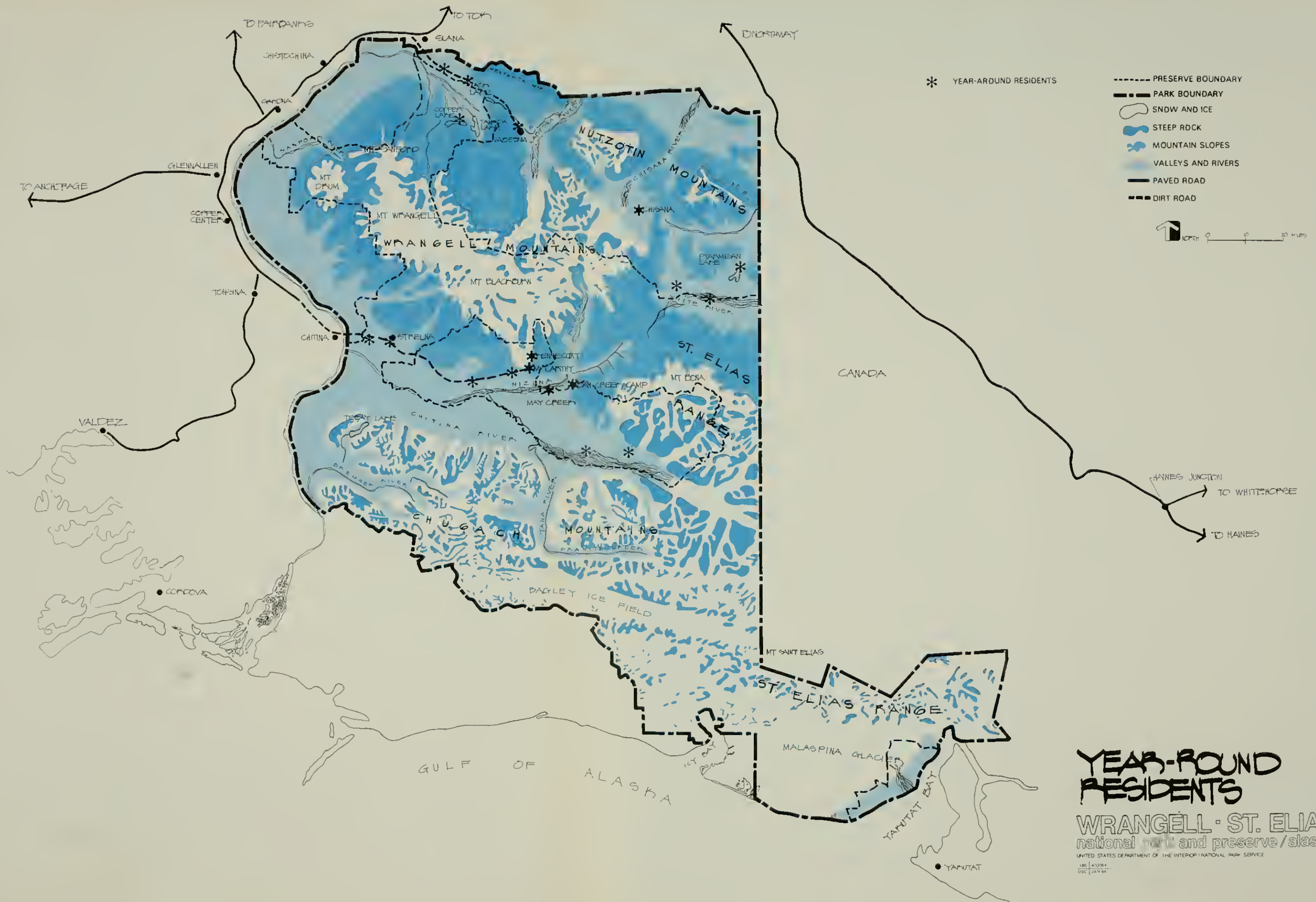
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**YEAR-ROUND  
RESIDENTS**

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## Subsistence Uses and Rural Resident Lifestyle

A number of native and nonnative people maintain residences within the park/preserve (see Year-Round Residents map). Their lifestyle is generally one they have chosen rather than inherited; they feel strongly protective of its values, and it is important to them that the park/preserve lands be managed to perpetuate what is generally referred to as the "rural resident lifestyle."

This lifestyle has many elements, some quantifiable and some not. It is affected by the number of users, means and ease of access to the area, and availability of resources needed to maintain a subsistence lifestyle. The spirit and practices of these rural residents are typical of the Alaskan bush and lend significant character to the area.

Most residents living in the region perform various subsistence activities to raise their standard of living or supplement their cash income (Reckord 1977, 1983). A minority of residents, usually isolated or living on low incomes, depend greatly on fish, game, vegetable foods, and wood from public lands. Except when frozen in the winter, the Copper River forms an effective barrier to subsistence uses in the park/preserve for people living along the main highways. Over 100 people reside within the park/preserve. They probably make greatest use of subsistence resources and are concentrated along the McCarthy Road, Nabesna Road, at Chisana, and at the May Creek/Dan Creek/Spruce Point area. Another area that receives significant subsistence use is the Malaspina Forelands, although access is by boat or airplane from Yakutat (McNeary 1977).

Moose, caribou, salmon, seal, waterfowl, and snowshoe hare are the major wildlife species taken for subsistence purposes. Sheep, goat, and bear are also taken, but their importance is greater for sport hunting. Trapping for fur occurs throughout the park/preserve north of the Bagley Icefield.

Wood gathering for home heating and cooking is an important and common subsistence activity in the region, and spruce logs are also cut for cabin construction.

Despite the rapid changes that occurred in the area in the 1970s, hunting and trapping have remained a popular and valued means of supplementing income. The heterogeneous character of the subsistence users makes subsistence management complex.

## Transportation/Access

Wrangell-St. Elias National Park/Preserve is one of the more accessible of the new conservation system units managed by the National Park Service. It is less than 200 road miles from Anchorage and about 250 road miles from Fairbanks, the state's two population centers.

Most park/preserve users arrive at the park's periphery by private auto. Good paved highways lead to the area from three communities with large populations and where rental cars are available for visitors: Anchorage

(via the Glenn Highway), Valdez (via the Richardson Highway), and Fairbanks (via the Alaska and Richardson highways). Year-round road access is also available from Haines. Valdez and Haines are also served by air and by the ferries operated by the Alaska Marine Highway (ferry service to Valdez operates only during the summer). Alaska Highway travelers can drive to the Glennallen area via the Tok cutoff.

Air access to the area is provided by scheduled and charter carriers. Alaska Airlines provides year-round (but not necessarily daily) service to Yakutat and Cordova, coastal communities near the park. From Yakutat, users can then reach the park by charter boat or airplane. Charter air access is also possible from Cordova.

The state of Alaska is considering extending Alaska Marine Highway service to Yakutat from southeast Alaska. This would offer less costly access to the park/preserve's coastal region.

There is also scheduled bus and/or van service with stops connecting communities on the periphery of the park to Anchorage, Fairbanks, Valdez, and Haines. Summer service to all those locations is frequent, often daily. Winter service is available three times weekly from Glennallen to Anchorage or Valdez at this time. None of these vehicles enter the park/preserve.

Another type of transportation near the park/preserve is the summer bus tour. These bus loads of tourists travel the paved highways on the periphery of the park and pause in adjacent communities but never pick up or drop off passengers. They do not enter the park/preserve, but, weather permitting, their tour route affords excellent views of some of the principal scenic features. The National Park Service provides interpretive information to companies that organize these tours.

Two roads penetrate the park/preserve: the 43-mile road from Slana to Nabesna in the north and the 61-mile road from Chitina to the Kennicott River in the Chitina valley. Neither is paved, only the Nabesna road is plowed intermittently in the winter, and conditions vary from rough to impassible. Generally, both are passable by two-wheel-drive vehicles, but the 61-mile trip to the Kennicott River can easily take four hours. Both of these roads are maintained by the Alaska Department of Highways.

Access to the interior of the park is also available by air. The length, surrounding terrain, and condition of backcountry airstrips vary considerably, greatly affecting access, but there are airstrips in most backcountry regions. Air taxi operators also offer sightseeing tours over the park/preserve from bases outside the boundary.

Foot, horseback, and watercraft are used for surface access in some areas during the summer. Winter travel within the park/preserve can be easier than in summer because the creeks and rivers freeze, so people can use snowmachines, dog teams, snowshoes, cross-country skis, and ski-equipped aircraft for getting around the area.

## Visitor Services

Visitor services within the park/preserve are extremely limited. More services are available on the periphery; however, some goods or services may not be available closer than Valdez, Anchorage, or Fairbanks.

Visitor services generally fall in two categories: those offered by commercial enterprise and those offered by the National Park Service. The nature of the services is described in the following sections. Actual locations are shown on the Visitor Services map.

Services offered by the private sector in the spring of 1983 are depicted on the Visitor Services map. The Park Service has not contracted for concession services within or adjacent to the park/preserve.

The existing enterprises are operated by private entrepreneurs on private land. Some operations are seasonal in nature and some are operated on a reservation-only basis. These operators are unregulated by the federal government.

Guides, generally based outside the park, offer hunting trips for visitors. (Nonresident hunters in Alaska must have Alaska guides for sheep and bear.) These guides take clients to their guide areas several of which are located within preserve boundaries. Other outfitters offer activities such as sport fishing, backpacking, sightseeing, pack trips, mountaineering, river running, and photography trips. Such operators are required to have a commercial use license. The Park Service attempts to ensure that park/preserve resources are not harmed but has little other influence on the types or quality of trips offered. Approximately 50 outfitters were licensed to operate in the park during the 1983 visitor season.

While this section describes the general types of services offered and current locations, it should be understood that entrepreneurs may choose to offer new services or terminate existing ones at any time.

NPS visitor services are also limited. The main facility geared to offer visitor information at this time is the park headquarters office at mile 105.5 of the Richardson Highway, near Copper Center. It is open the year around and offers information on access, activities, safety, and regulations.

A general brochure on the park has been prepared as an interim publication. It provides the most basic information on access and use.

Interpretive information has also been provided to companies whose tour buses drive highways on the edge of the park.

There are no interpretive programs, such as campfire programs or conducted tours, audiovisual programs, or interpretive signs telling about the park and its resources.

Year-round ranger stations are also located at Slana, Chitina, and Yakutat. General information is available at those sites when the ranger is in, but staffing is limited.



Additional rangers can be found in various parts of the park/preserve during the summer.

A voluntary registration program for backcountry users is maintained at park headquarters. Emergency search and rescue capability is limited by staffing, frequently severe weather, rugged terrain, and the size of the park/preserve. Some cooperative search and rescue agreements exist with the state troopers and military rescue coordination center.

Visitor protection and law enforcement services are provided by park rangers, Alaska state troopers, and the Alaska Department of Fish and Game protection officers.

No medical services are available in the park, although some rangers, troopers, and residents are emergency medical technicians. Glennallen has a six-bed hospital; Valdez, Yakutat, and Tok have clinics; and most villages have health aids.

### User Analysis

Park/preserve users participate in a wide variety of activities. Hunting and fishing for sport and subsistence are the two predominant activities. From 1973 to 1977 over 2,000 hunters per year used the Wrangells region (Murphy and Dean 1978). Dip netting for salmon near Chitina on the Copper River attracts several thousand people each year during the short season when salmon are moving upstream to spawn. Some park/preserve users are engaged in mining activities on existing patented and unpatented mining claims. Trapping, wood cutting for winter heating and construction, and subsistence gathering are other activities of park users. Most snowmachine, all-terrain vehicle, motorboat, and airplane use is for access in pursuit of other activities, rather than as activities done for their own value. Nonconsumptive uses such as expedition mountaineering, backpacking, photography, cross-country skiing, rafting/kayaking, and sightseeing are only occasionally participated in by park/preserve users, but the proportion of these uses is increasing annually.

The Hunting and Other Uses maps show the primary distribution of various users. These two maps, along with the Year-Round Residents map, show where most park/preserve users engage in their activities. The areas shown for mountaineering and backpacking have very few users. For example, in 1975 it was estimated that only 107 climbers participated in expedition mountaineering in the Wrangell-St. Elias area (Thomas, et al 1976). This use is increasing each year.

Most outdoor activities pursued in the Wrangell-St. Elias area require overnight stays, and most of these are accomplished by camping. Along the road system adjacent to the park/preserve there are several campgrounds (see Visitor Services map). As an example of how much use these campgrounds receive, the Liberty Falls Campground near Chitina in 1975 had approximately 5,500 visits (USDI, BLM 1975) and in 1982 had approximately 24,500 visits (Glennallen Resource Area, BLM personal communication).







A comparison can be made with Kluane National Park in Canada and Denali National Park/Preserve because both are similar to Wrangell-St. Elias. All three have similar resources and attractions, main highways along their peripheries, dirt road access into them (not Kluane), and similar climates. The highways adjacent to these parks are all main transportation routes for commerce, tourists, tour buses, and local residents.

Because it is newly established, Wrangell-St. Elias is the only one of the three that does not have facilities for visitors. Kluane was established in 1972, whereas Denali was established in 1917. Accordingly Denali has more visitor facilities and greater visitation. Both Kluane and Wrangell-St. Elias have the potential to attract similar numbers of visitors as Denali, depending on the type of visitor facilities that are provided.

Visitation at Wrangell-St. Elias will also depend on the amount of population growth in Alaska, especially in Fairbanks and Anchorage. These two cities are the two main population centers in the region and each is only about a half day's drive from Wrangell-St. Elias, much like Denali. Kluane is almost twice as far from these population centers as either of the other two parks; another reason for its lower visitation.

One way to estimate future use at Wrangell-St. Elias is to examine use patterns for these similar parks that are already accommodating visitors. As shown on the Monthly Visitation of Nearby Parks graph, similar trends in visitation through the year (1982 chosen as an example year) can be seen clearly for Kluane and Denali. Visitation is extremely low during the year, except for the very pronounced summer peak. This is typical for northern parks. No matter how high or low Wrangell-St. Elias's yearly visitation may be, the trend that is shown on the graph should be expected, with some modifications because of hunting use in early fall.

A large percentage of Kluane's visitation is from people stopping at their visitor center. Wrangell-St. Elias does not have such a facility, but the same type of visitor would be very likely to drive into Wrangell-St. Elias on its existing roads. Thus, comparing visitation estimates between the two parks is still valid.

There is a great difference in total yearly recreation visits between Denali and Kluane as seen on the Yearly Visitation of Nearby Parks graph. The trend in future visitation for Wrangell-St. Elias is expected to be similar to Kluane's in the next decade, reaching perhaps 67,000 visitors per year within a decade. It will be higher or lower depending on such changes as visitor facilities and the economy. The long-term potential visitation trend at Wrangell-St. Elias is probably more like Denali's. Wrangell-St. Elias has road access and the potential to attract visitors at a level similar to Denali. It is close to the major population centers of the region, is on the main tourist route from the Alaska Highway to Anchorage, and has an abundance of outstanding natural features that attract tourists and residents of Alaska.

Historical visitor use data is not available for the park/preserve, but in 1982 about 14,900 people visited the area, in 1983 there were about 18,800, and in 1984 there were about 22,200 (estimate from National Park Service monthly use reports). This is very heavy use for such a newly

established area in Alaska that has only limited services and dirt road access.

Another way to estimate future use is to examine the growth rate of Kluane's backcountry use and apply that to Wrangell-St. Elias. From 1979 to 1983 backcountry use in Kluane National Park increased an average of 7.3 percent a year. If visitation at Wrangell-St. Elias increased at this rate there would be 33,900 visitors by 1990, 48,300 by 1995, and 68,600 by 2000.

Future visitation trends are not easily predicted because they depend on the world, national, and state economies and social trends. Projections based on a general comparison with Denali and Kluane, Kluane's backcountry growth rate yielded estimates of future visitation ranging from 48,200 to 67,000, by 1995. Over the expected 10-year life of the plan, it is clear that visitation will very likely double or triple, and it is possible that even larger increases could occur.





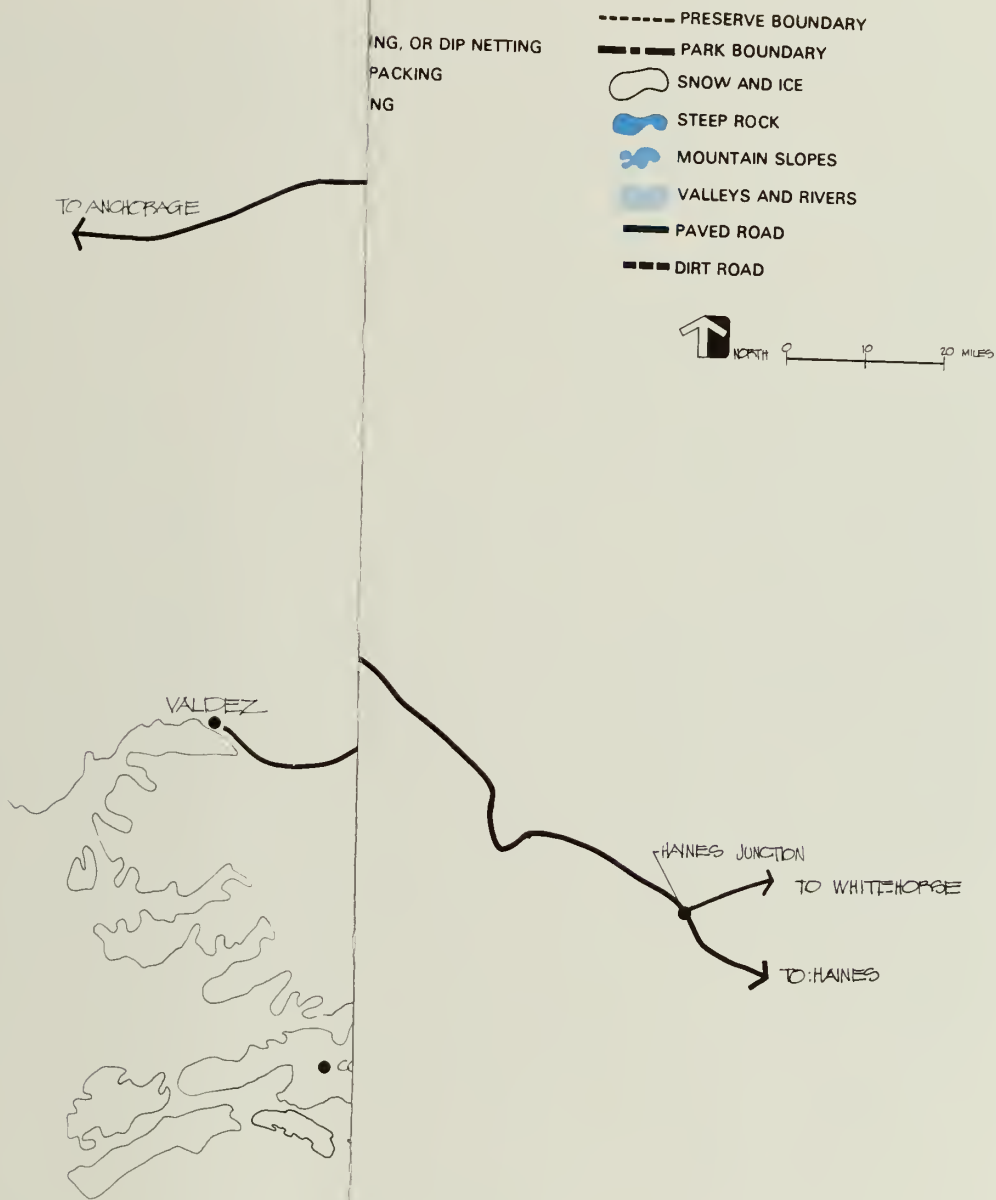
# HUNTING USE

(SPORT AND SUBSISTENCE)

WRANGELL · ST. ELIAS  
national park and preserve / alaska

UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE  
1901 4000/78  
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# OTHER USES

## WRANGELL · ST. ELIAS

### national park and preserve / alaska

UNITED STATES DEPARTMENT OF THE INTERIOR · NATIONAL PARK SERVICE

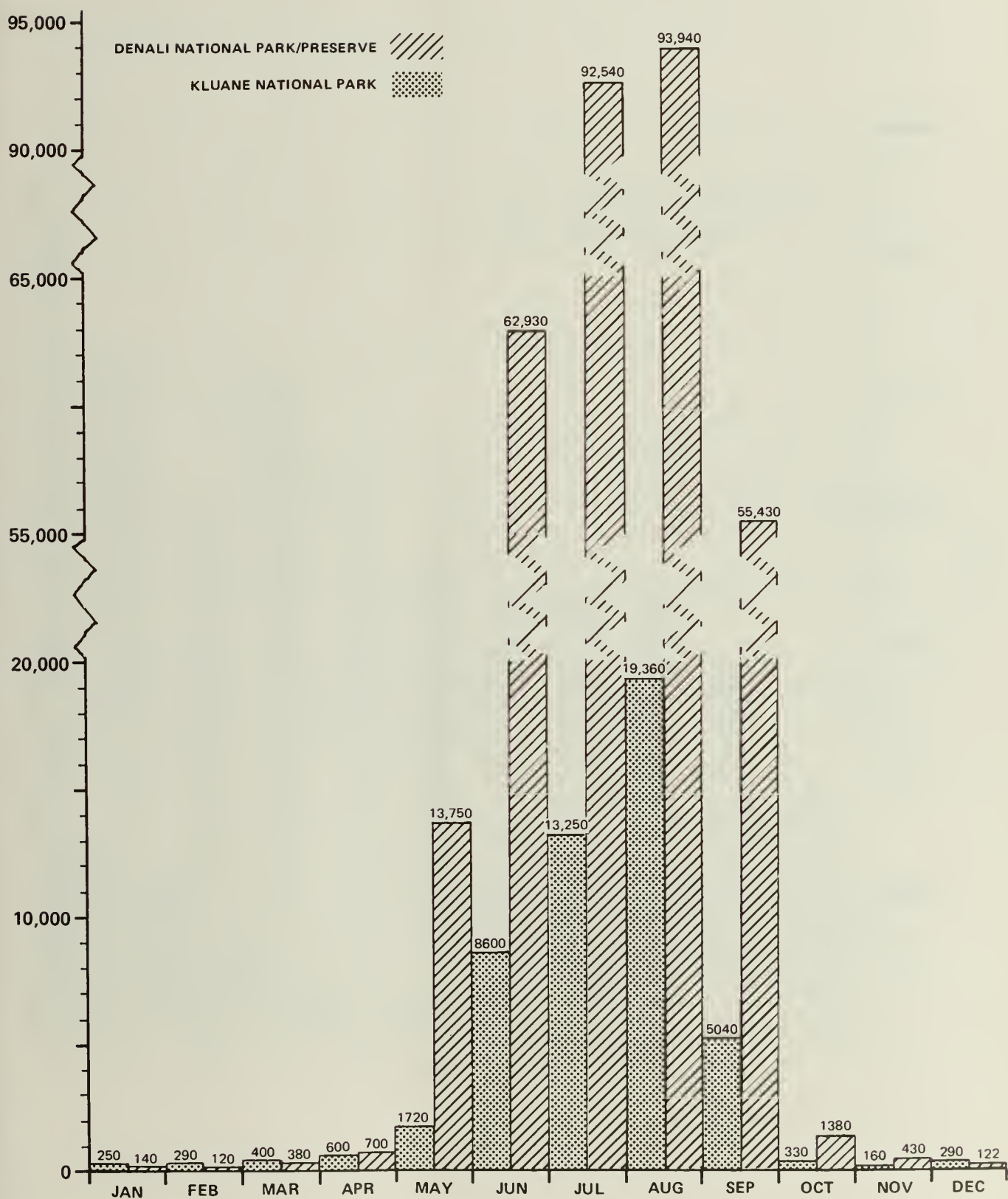




**OTHER USES**  
**WRANGELL · ST. ELIAS**  
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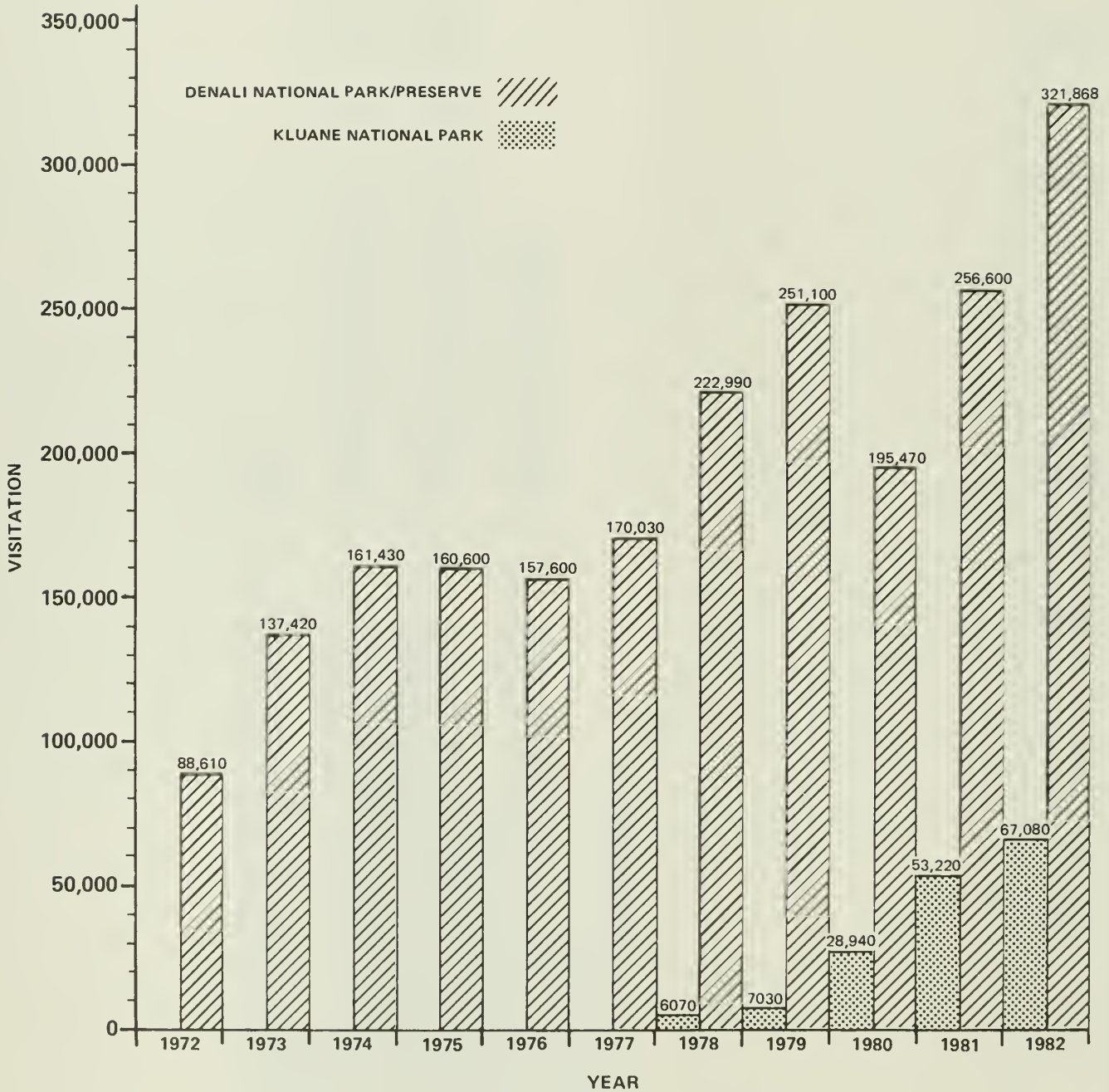


# MONTHLY VISITATION OF NEARBY PARKS



MONTHS DURING 1982

# YEARLY VISITATION OF NEARBY PARKS



## ENVIRONMENTAL CONSEQUENCES

This section describes the impacts of proposals contained in the draft plan and the alternatives. Table 3 summarizes these impacts and presents development costs. Impacts resulting from ANILCA or the NPS regulations for all Alaska parklands are not included.

Because many of the proposals are general or conceptual in nature, the identification of specific, quantifiable impacts is impossible. Acreage figures are rough estimates to be used only for purposes of comparing alternatives. Definite sites for proposed developments have not been selected; therefore, the exact type of habitat affected cannot be identified. Future implementing actions, including detailed planning or design work, will be done with a more detailed impact analysis and public involvement.

### IMPACTS OF DRAFT GENERAL MANAGEMENT PLAN

#### Impacts on Natural Resources

Up to 14 acres (about .00009 percent of the park/preserve area) of soils, vegetation, and wildlife habitat would be disturbed or destroyed by development. This impact would not be significant. Effects would be outside floodplains, wetlands, or other areas containing significant resources. Threatened or endangered species would not be affected.

Improved administrative facilities, personnel, equipment, and natural resource information would improve protection and management of natural resources.

The proposed +5,100-acre (net) park boundary change would protect the remainder of the Malaspina Glacier (a national landmark), important wildlife habitat on the forelands east of Icy Bay, and omit lands that could be put to uses that were contrary to the purposes of the park/preserve.

#### Impacts on Cultural Resources

Ground disturbance from facility development would affect up to 14 acres, but facilities would be located out of areas of known archeological or historic resources. Impacts from the plan are expected to be negligible. An archeologist would survey all development sites before construction and observe construction to ensure that any cultural resources which might be encountered would be salvaged or preserved.

Additional management capabilities and cultural resource information would improve protection and management of cultural resources.

## Impacts on User Experience

Implementation of the plan would provide an informative experience along highways outside the park boundaries, unstructured opportunities along road corridors, and wilderness-oriented backcountry experiences. Most of the park would provide a wilderness-type experience. Overall, the plan would not meaningfully change the user experience from existing conditions.

Interpretive programs or exhibits would increase understanding of the park/preserve's cultural and natural history.

The proposed wilderness boundary change would limit motorized recreational use on an additional 21,800 acres. This would not affect access to inholdings, access by subsistence users, or traditional snowmobile, motorboat, or aircraft use. Because wilderness boundaries would be easier to identify in the field (about 44 miles, or less than 20 percent of the wilderness boundary), users would be more sure of their options.

If visitor facilities were developed by private entities on nonfederal land in the park/preserve, the Park Service would not have control over their location or quality. Thus, the quality of the visitor experience may not be optimal at those facilities.

## Impacts on Area Residents

Improved information and visitor contact facilities should help reduce trespass on nonfederal land.

Subsistence users would encounter other users more frequently than under alternative A. Effects would range from disturbance by nonconsumptive users to increased competition for resources from greater numbers of sportsmen.

The lifestyles of residents in the park/preserve would change in subtle ways. While some residents might become merchants/businessmen to take advantage of tourist trade, others might feel their solitude was disrupted by park/preserve visitors. However, the overall effect on area residents would be slight until visitor service facilities were developed. Then effects could be more substantial, but they could not be evaluated until site-specific proposals were developed.

Because most proposed actions are outside the park/preserve, the overall effect on area residents should be minimal. NPS facilities and user numbers would not be much greater than existing conditions.

## Impacts on Land Uses/Business Opportunities

Business opportunities would not change significantly except as dictated by economic trends.



## IMPACTS OF ALTERNATIVE A - NO ACTION

### Impacts on Natural Resources

Because of inadequate administrative facilities (only two NPS-owned structures and short-term leases on all others), personnel (one permanent ranger per 3 million acres), and equipment, the monitoring of park/preserve ecosystems would be inhibited. Natural trends or effects on federal land from activities on nonfederal land that could be detrimental to significant resources could not be determined. Illegal disturbance or poaching of wildlife would continue to be a problem.

### Impacts on Cultural Resources

Inadequate management capability would also result in an inability to effectively control illegal disturbance or removal of cultural resources. Lack of adequate information about cultural resources within the park/preserve would inhibit protection or adequate management of the resources. Camping along roadsides in undesignated areas could disturb archeological or historic sites.

### Impacts on User Experience

Because no visitor programs or facilities are proposed, this alternative would result in the most primitive, informal, and uncontrolled experience. Minimal NPS facilities and services would require users to meet the land on its own terms. Access to the interior portions of the park/preserve would be difficult to impossible for many park users. Wilderness-oriented users would be most comfortable. It would have the least effect on traditional consumptive users in the area. Users would need to rely on the private sector to provide needed facilities and services. This alternative would have the lowest level of safety and comfort for users.

Wilderness boundaries would not change, continuing uncertainties of wilderness boundary locations for park/preserve users and staff along about 44 miles of the boundary (less than 20 percent) that follows section lines instead of natural features.

### Impacts on Area Residents

Without the Park Service providing public facilities or sufficient information for visitors, trespass on nonfederal land would likely increase. Because there are no proposals to change existing conditions, this alternative would have the least effect on area residents.

### Impacts on Land Uses/Business Opportunities

Because there are no proposals to change existing conditions in this alternative, land uses or business opportunities would not change significantly except as dictated by economic trends.

## IMPACTS OF ALTERNATIVE B

### Impacts on Natural Resources

Development proposed by this alternative would disturb or destroy up to 9 acres (about .00006 percent of the park/preserve area) of soils, vegetation, and wildlife habitat. Effects would be out of the floodplains, wetlands, or other areas containing significant natural resources. Threatened or endangered species would not be affected. Accordingly, these impacts would be negligible.

Improved administrative facilities, personnel, equipment, and natural resource information would improve protection and management of natural resources.

### Impacts on Cultural Resources

Minor improvements (sections totaling about 12 miles out of 60 miles) to the McCarthy Road, which is a historic railroad grade, might affect the railroad grade and ties.

Improved management capabilities and a cultural resource information base would improve protection and management of cultural resources.

Ground disturbances from facility development could affect up to 9 acres, but facilities would be located out of areas of known archeological or historic resources. An archeologist would survey all development sites before construction and observe construction to ensure any cultural resources that might be encountered would be salvaged or preserved. Therefore, impacts from this alternative are expected to be negligible.

### Impacts on User Experience

Because there are so few actions that would affect visitor opportunities, the self-reliant or wilderness-oriented user would be the most comfortable. This alternative would result in a similar user experience to alternative A, with some exceptions. McCarthy Road improvements would allow additional users to experience parts of the interior of the park/preserve. Some information/orientation services at ranger stations would help the user better appreciate and enjoy the area. Interior ranger stations would increase visitor safety.

Risks to life and property would be reduced by relocating the parking area at the Kennicott River outside the floodplain.

Wilderness boundaries would not change, continuing uncertainties of wilderness boundary locations for park/preserve users and staff along about 44 miles of the boundary (less than 20 percent) that follows section lines instead of natural features.

## Impacts on Area Residents

Improved visitor contact facilities and information would help reduce trespass on nonfederal land.

Subsistence users would encounter other users more frequently than under alternative A. The increase would be most noticeable along the McCarthy Road because of minor road improvements. Effects would range from disturbance by nonconsumptive users to increased competition for resources from greater numbers of sportsmen.

The lifestyles of residents along the McCarthy Road could change in subtle ways. Traffic might increase along the road. Some residents might become merchants/businessmen to take advantage of the tourist trade, while others might feel their solitude was disrupted because of increased visitation. Such changes could affect fewer than half of the approximate 100 people who reside in the park/preserve.

The minor improvements to the McCarthy Road and information/orientation services would not be expected to meaningfully contribute to increased visitation.

The overall effect on area residents should be minimal because NPS facilities and user numbers would not be much greater than under alternative A.

## Impacts on Land Uses/Business Opportunities

Economic activity for area businesses would not change except where improvements on the McCarthy Road could lead to minor increases in visitation. Even on the McCarthy Road the visitation and corresponding economic opportunity would not be expected to significantly increase beyond what would be expected under existing conditions.

Some nonfederal land in the Chitina Valley that is undeveloped land with residential use could change to tourist-related business. Again, under this alternative, these changes are not expected to be significantly greater than for alternative A.

## IMPACTS OF ALTERNATIVE C

### Impacts on Natural Resources

Development proposed by this alternative would disturb or destroy up to 26 acres (about .0002 percent of the park/preserve area) of soils, vegetation, and wildlife habitat. There would be no effects in floodplains, wetlands, or other areas containing significant resources. Threatened or endangered species would not be affected. Accordingly, these impacts would be negligible.

Threatened or endangered species would not be affected. A candidate plant species, Montia bostockii, could be affected by trail improvements

but this would be unlikely. Vegetation surveys would be conducted in typical Montia habitat to avoid any affect.

McCarthy Road improvements and better access could affect important spawning areas at Long Lake. However, every effort would be made during project design to avoid such impacts.

Improved administrative facilities, personnel, equipment, and natural resource information would improve protection and management of natural resources.

### Impacts on Cultural Resources

Minor improvements to most of the 60 mile length of the McCarthy Road, which is a historic railroad grade, might affect the railroad grade and ties.

Historic resources at McCarthy/Kennecott would receive greater public appreciation and additional protection through adaptive use for interpretation and visitor services. Increased interpretation/information efforts could reduce user impacts on cultural resources.

Improved management capabilities and a cultural resource information base would improve protection and management of cultural resources.

Ground disturbance from facility development could affect up to 26 acres, but facilities would be located away from areas of known archeological or historic resources. An archeologist would survey all development sites before construction and observe construction to assure any cultural resources that might be encountered would be salvaged or preserved. Thus, impacts under this alternative are expected to be negligible.

### Impacts on User Experience

Implementation of this alternative would provide a moderately structured experience along road corridors but a relatively unstructured backcountry experience. The opportunities would be broadened to include interpretation of historic mining operations. Seasonal use would be broadened by making the McCarthy Road accessible by two-wheel-drive vehicles in the winter. This alternative provides for a broadened coastal experience through boat tours and backcountry cabins.

Safety would be improved by providing stream crossings and relocating the Kennicott River parking area outside the floodplain.

Selected stream crossing improvements would open more of the backcountry, but pure wilderness experiences would still be plentiful.

The active interpretive program would provide a greater understanding of park/preserve resources.



Impacts on consumptive users would be greater than in the two previous alternatives because use would be increased and access to the backcountry would be improved. Effects would range from disturbance by nonconsumptive users to increased competition for fish and game resources from greater numbers of sportsmen.

The proposed wilderness boundary change would limit recreational use on an additional 16,700 acres to nonmotorized access. This would not affect access to inholdings, traditional airplane, snowmobile, or motorboat use, or motorized access for subsistence users. Because wilderness boundaries would be easier to identify in the field (about 44 miles, or less than 20 percent of the wilderness boundary), users would be more sure of their options.

If private visitor facilities were developed on nonfederal land in the park/preserve, the Park Service would not have control over their quality or location. Thus, the quality of the visitor experience might not be optimal at these facilities.

### Impacts on Area Residents

Improved visitor contact facilities and information would help reduce trespass on nonfederal land.

Due to road and information improvements, subsistence resource users would encounter other users more frequently than under the two previous alternatives. The increase would be most noticeable along the McCarthy and Nabesna roads. Effects would range from disturbance by nonconsumptive users to increased competition for resources from greater numbers of sportsmen.

The McCarthy road improvements, added information/interpretation, and cabins and boat tours along the coastal area could result in noticeable increases in visitation. The lifestyles of residents in Yakutat and along the Nabesna and McCarthy roads could change. Traffic would increase on the roads. While some residents might become merchants/businessmen to take advantage of the tourist trade, others might feel that their solitude was disrupted as visitation increased. These changes would directly affect over half the approximate 100 people who reside in the park/preserve.

The exact magnitude of these changes is not known, but they would produce a moderate change from existing conditions.

### Impacts on Land Uses/Business Opportunities

There would be greater opportunities for new or expanded businesses than under the two previous alternatives because of expected increases in visitation. These opportunities would be greatest along the McCarthy and Nabesna roads, in Yakutat, and along the state highways near the park/preserve; however, businesses would tend to be seasonal in nature.

Some nonfederal land in the Chitina Valley and along the Nabesna Road which is undeveloped could change to residential use or tourist-related businesses.

## IMPACTS OF ALTERNATIVE D

### Impacts on Natural Resources

Development proposed by this alternative would disturb or destroy up to 235 acres (about .002 percent of the park/preserve area) of soils, vegetation, and wildlife habitat, resulting in the greatest impact of any alternative.

New roads or road improvements would cross floodplains and wetlands in several locations. The greatest impact would be in the Nabesna River Valley where the road to Orange Hill would disrupt or destroy up to 20 acres of wetlands or floodplains.

Development areas would be near high-density Dall sheep range. Dispersed recreational use in the Kuskulana/Iron Mountain area could disturb use of two mineral licks by sheep. The situation would be monitored and corrective action taken if necessary. Improved access into the Kuskulana/Iron Mountain and Orange Hill areas would result in increased hunting pressure on game populations. The effect on the Kuskulana/Iron Mountain game populations would not be as significant as at Orange Hill. The former is in the park where only subsistence hunting by local rural residents occurs, whereas the latter is in the preserve where sport hunting also occurs. The area affected would be less than 20 percent of the high density Dall sheep range in the park/preserve (see Sensitive Wildlife Habitats #2 map). To maintain healthy and natural game populations in the park and healthy populations in the preserve, stricter harvest regulations might have to be enforced in the area around the developments.

Access improvements could also lead to increases in mining by making marginal operations economically feasible. In the Orange Hill and upper Kuskulana areas, mining operations could disturb or destroy wildlife and their habitat, vegetation, water quality, and other natural resources. The magnitude of any mining operation and its impacts would be evaluated and mitigated wherever possible through mining plans of operation or the minerals management plan.

Improved administrative facilities, personnel, equipment, and natural resource information would improve protection and management of natural resources.

Overall, the impacts on natural resources would be moderate. They would be greater for this alternative than any other alternative considered.

## Impacts on Cultural Resources

Improvements to the McCarthy Road (westernmost 12 miles of 60 miles), which is a historic railroad grade, might affect the railroad grade and ties.

Improved management capabilities and a cultural resource information base would improve protection and management of cultural resources.

Ground disturbance from facility development could affect up to 235 acres, but facilities would be outside areas of known archeological or historic resources. An archeologist would survey all development sites before construction and observe construction to assure any cultural resources that might be encountered would be salvaged or preserved. Thus, impacts from this alternative are expected to be negligible.

## Impacts on User Experience

Implementation of this alternative would provide the broadest range of opportunities for visitor use than any other alternative. However, conflicts between different types of users would be greatest under this alternative.

Most of the park would still offer a wilderness-type experience. The Chitina valley east of Strelna would continue to provide a primitive and unstructured experience as under alternative A. The developed areas would become major destinations for nonconsumptive users. The broadest spectrum of visitors would be accommodated, including elderly, handicapped, and tour groups. Winter activities would expand options for visitor use. Comfort and convenience would be greater in developed areas than under any other alternative but would be less in the backcountry areas.

The conflicts are not expected to be great, because nonconsumptive and nonmotorized uses would be concentrated in and around the developed areas. Existing patterns of consumptive uses would be eliminated or disturbed at developed areas and by new uses around them. Access improvements could result in more hunting opportunities; however, this situation could ultimately lead to stricter harvest regulations in certain areas, and the quality of hunting could be reduced. If improved access led to increased mining in the Orange Hill or Kuskulana areas, recreational activities that depend on fish and game could be reduced. These impacts would influence less than two percent of the park/preserve area.

Visual and safety conflicts with visitor use could develop if mining operations expanded near visitor facilities, restricting visitor activities in those areas.

Uncertainties of wilderness boundary locations for users and staff would continue.

If private visitor facilities were developed on nonfederal land in the park/preserve, the Park Service would not have control over their location or quality. Thus, the quality of the visitor experience might not be optimal at these facilities.

### Impacts on Area Residents

Improved information and facilities remote from areas inhabited by rural residents should help reduce trespass on nonfederal land.

Subsistence users would encounter other users more frequently than they do now. The increase would be most noticeable along the Nabesna Road and the proposed road to the Kuskulana/Iron Mountain area. Effects would range from disturbance by nonconsumptive users to increased competition for resources from greater numbers of sportsmen. Specifically, more local rural residents would compete for the Dall sheep and other game in the Kuskulana/Iron Mountain area once access was improved. Stricter harvest regulations might have to be imposed.

The lifestyles of residents along the Nabesna Road and the proposed road to Kuskulana/Iron Mountain area could change. There would be more traffic on the roads. While some residents might become merchants/businessmen to take advantage of the tourist trade, others might feel their solitude was disrupted as visitation increased. These changes would directly affect about 20 percent of the approximate 100 people who reside in the park/preserve.

The exact magnitude of these changes is not known, but they would produce a moderate change from existing conditions.

### Impacts on Land Uses/Business Opportunities

There would be greater opportunities for new or expanded area businesses than under any other alternative. These opportunities would result from expected increases in visitation and NPS incentives for facility development at Orange Hill and the Kuskulana/Iron Mountain area. Opportunities would be greatest at these developed areas, along the roads to them, and along the state highways near the park/preserve; however, businesses would tend to be seasonal in nature.

About four hunting guide areas in the Orange Hill area would be less desirable and economically viable because of the development and associated increases in visitor use and hunting pressure.

Some undeveloped nonfederal land along the roads to the developed areas could change to residential use or tourist-related businesses. Improved road access into the Orange Hill and upper Kuskulana areas could turn marginal mining claims into viable mining operations. The Park Service would mitigate the impacts of any such mining operations by applying the land protection plan and mining plans of operation.



Table 3: Summary of Impacts

Issue	Draft GMP (Proposed Action)	Alternative A No Action	Alternative B	Alternative C	Alternative D
Natural Resources	Improved protection and management of natural resources would occur. Additional acreage would be protected by wilderness.	Limited management capability would produce an inability to effectively protect or manage natural resources.	Improved protection and management of natural resources would occur.	Impacts would be the same as B, except the spawning area at Long Lake could be affected by McCarthy Road improvements and additional acreage would be protected by wilderness.	Impacts would be the same as B, except the largest area of natural habitat would be destroyed by development. Developments would be near high-density Dall sheep range. Increased hunting pressure would result, and stricter harvest regulations might have to be imposed. Mining, stimulated by improved access, could disturb natural habitat.
Cultural Resources	Protection and management of cultural resources would be improved.	Limited management capability would produce an inability to effectively protect or manage cultural resources.	Improved protection and management of cultural resources would occur. McCarthy Road improvements might affect historic railroad grade.	Impacts would be the same as B, except that historic resources at McCarthy/Kennecott would receive additional protection.	Impacts would be the same as B, except that the largest area affected by ground disturbance could affect currently unknown cultural resources.
User Experience	Unstructured, primitive, and wilderness uses would continue to predominate in the park/preserve. Safety and visitor understanding of resources would be improved. The wilderness boundary would be easier to locate in the field. The quality and location of private visitor facilities in the park/preserve could not be controlled and the visitor experience at those facilities may not be optimal.	Unstructured, primitive, and wilderness uses would predominate. Uncertainties of the wilderness boundary location would continue.	Impacts would be the same as A, except some additional use would occur because of information provided outside the park/preserve and minor improvements made to the McCarthy Road.	Unstructured, primitive, and wilderness uses would predominate in most of the park/preserve, but more types of users would be accommodated along road corridors. Safety and visitor understanding of resources would be improved. Consumptive uses would be affected by increased visitation. The wilderness boundary would be easier to locate in the field. The quality and location of private visitor facilities in the park/preserve could not be controlled and the visitor experience at those facilities might not be optimal.	Impacts would be the same as C, except the broadest range of visitor opportunities would be provided. Quality of hunting around developments would decrease because of increased hunting pressure. Uncertainties of the wilderness boundary location would continue. The quality and location of private visitor facilities in the park/preserve could not be controlled, and the visitor experience at those facilities might not be optimal.
Area Residents	There would be minor effects on the lifestyles and subsistence activities of area residents as a result of minor increases in visitation, traffic, etc.	This alternative would have the least effect on area residents, but trespass on nonfederal land could increase.	There would be minor effects on the lifestyles and subsistence activities of area residents as a result of minor increases in visitation, traffic, etc.	Effects on the lifestyles and subsistence activities of area residents would be more widespread than under B.	There would be the greatest impacts on the lifestyles and subsistence activities of area residents.
Land Uses/ Business Opportunities	Slight improvements in business opportunities would result.	There would be no change from existing conditions, and business opportunities would be the least of any alternative.	Slight improvements in business opportunities would result.	Impacts would be the same as B, except business opportunities would be greater and more widespread.	Impacts would be the same as B, except the greatest business opportunities would result.
Costs	\$6,755,000	\$0	\$7,636,000	\$21,154,000	\$21,658,000

## CONSULTATION AND COORDINATION

### SCOPING

#### Issue Identification and Mailing List Formulation

Issue identification began early in the planning process. Residents were contacted in Yakutat, May Creek, Kennecott, McCarthy, Chitina, Copper Center, Glennallen, Slana, Chisana, Nabesna, Tok, and a few more-isolated locations. Representatives were contacted from the State Conservation System Unit Planning Office, several individual state agencies, three native corporations (Ahtna, Chugach, and Sealaska), federal agencies, private businesses, the University of Alaska Office of Land Management, Kluane National Park in Canada, and Yakutat City Planning Office. During these conversations issues were identified that related to park/preserve management and planning. The willingness of these individuals and groups to share their time, thoughts, and knowledge of the area is much appreciated.

Names and addresses of all individuals and agencies contacted were the beginning of the mailing list. To expand the list and be sure that it included all interested parties in the region of the park/preserve, the planning team sent nearly 1,700 postcards to all post office box holders and individuals on mail plane routes in the region (from Tok to Valdez and Palmer to Yakutat) asking for their name and address if they wanted to be on the mailing list. Other names were added to the list when team members met with interested parties, when people contacted the National Park Service to express their interest, and when those attending public meetings provided their names and addresses. The resulting mailing list is updated whenever additions, deletions, or address changes are brought to our attention. The list now exceeds 600.

To ensure that planning issues had been identified and to begin understanding how those on our mailing list felt about the issues, a "Planning Issues Workbook" was sent out during the late winter of 1982. The workbook asked a series of questions and encouraged lengthy comments on the issues that were raised. In all, 197 completed workbooks were returned.

Those responses proved valuable in developing the subsequent alternatives workbook. They helped the team to better understand and appreciate the desires, needs, and concerns that unite and divide those who have an interest in the park/preserve's future management.

There were many points of agreement. Most of the respondents felt that there should be no interpretation of cultural resources on private lands, that similar cultural resources on public lands should be interpreted, that fires should be allowed to burn in certain locations under certain conditions, and that overnight accommodations should be provided by private enterprise on private lands. There was general agreement that development should not occur without a demonstrated need, that a voluntary registration system should be available for wilderness users, and that no trail system should be established.

However, while it was clear that most felt the area should generally be left as an undeveloped wild area with few access improvements, there was virtually no agreement on what, if anything, should be done to permit, encourage, or restrict specific means of access such as aircraft, all-terrain vehicles, horses, or motorboats. Similarly, there was no clear consensus on what information/interpretive facilities and activities should be provided or what safety facilities should be available.

### Alternatives Workbook and Public Meetings

In the spring of 1983, an "Alternatives Workbook" was sent to interested people, and ten follow-up public meetings were held to gather public response that was used in formulating the draft plan.

Workbook Summary. About 100 written responses were received to the workbook mailed in February 1983. When asked which alternative they preferred, about two-thirds of the respondents supported alternative A (no action alternative). The remaining third of the respondents' opinions were spread among the remaining four alternatives, with alternatives B and C receiving the most support. Many comments were diametrically opposed to one another. Most opinions supported minimal NPS management, little impact from NPS development, and retention of the wilderness character of the area. Many comments suggested things that the Park Service cannot do because of laws and other factors that are constraints. Others supported development of many visitor services and improvement of access. There was more opposition to, than support for, ATV use, but there was more support for maintaining existing aircraft use. Several respondents felt nonfederal landowners should be able to have the first option of providing visitor services.

Public Meetings Summary. During late March and early April 1983, 10 public meetings were held in Alaska to help determine the sentiment of concerned citizens over the set of alternatives that had been developed for the park/preserve. They were held at Yakutat, Cordova, Anchorage, Fairbanks, Tok, Slana, Glennallen, Kenny Lake, Chitina, and Valdez. Approximately 130 people attended. The "Alternatives Workbook" had been out for over a month and most people attending the meetings were already familiar with the alternatives. Meetings had been announced in local newspapers, on KCAM radio, and to everyone on the mailing list. For those who had not received workbooks, the alternatives were explained briefly and those wanting to be added to the mailing list gave their name and address.

The following summary of comments received during the meetings reflects only those comments that applied to the alternatives, park/preserve management, NPS regulations, or are relevant for planning or management consideration. Comments that were attacks on the National Park Service, questions directed at National Park Service, and comments relevant to other agencies have been omitted.

While counts of individuals favoring a given alternative were not made, it was clear that a majority favored alternative A (no action). Many expressed an interest in less than "A" and a few wanted "A" with



selected parts from other alternatives. The general sentiment was: leave it the way it is now. The responses from the remaining individuals were divided among the other alternatives, but more of these expressed favor for alternatives D or E than any of the other alternatives.

At every meeting there was concern over the regulations that affected access, mining, hunting, fishing, and trapping. Likewise, the most frequently mentioned type of impact as a reason for opposing the type of developments proposed in alternatives D and E was the detrimental effects on the fish and wildlife resources around those developments. Conflicts between tourists and hunters were also frequently mentioned, and that the National Park Service should try to segregate different types of users. Where new or improved access was proposed, it was often condemned because better access means more hunters and fishermen using a new area and resulting in more stringent season, size, or bag limits.

There was also more concern over development proposals in the preserve than in the park because they would impact a greater number of hunters and hunting guides.

Improved access and visitor developments were supported by individuals who wanted the area accessible and usable to families, elderly, disabled, or "all" people. The most support was for campgrounds, and information or interpretive waysides, centers, or literature that would tell about the park/preserve for visitors unfamiliar with the area. One of the most frequently mentioned comments about lodging and food service was to let private enterprise on private property handle them as the demand dictates. Another suggestion was that the park's information program should tell prospective users that hunting is allowed and that they should expect to see hunters and bagged game in season.

Boundary changes of various types were mentioned at several of the meetings. The concerns were often that more acreage should be preserve (open for sport hunting) instead of park. Also, there was a very specific area of conflict identified by landowners from the Chisana area. They want to be able to use their all terrain vehicles (ATVs) on routes where they have been used in the past.

Search and rescue was also discussed at several meetings. Many believed the National Park Service has an obligation to search for or rescue park users in trouble. Others felt the National Park Service should do that but only if the people requesting it would pay for it. Most felt that the individual in trouble should be responsible for their own circumstances and should not expect the National Park Service to save them.

### Issues and Alternatives Considered

The issues and alternatives considered are fully described in part one of this document.



## Issues and Alternatives Not Further Considered

1. Several concerns were raised over issues that are related to ANILCA or the regulations for Park Service units in Alaska (title 36 CFR, part 13, June 17, 1981). These regulations (or ANILCA) are not open for reconsideration through this planning process. The regulations are part of a separate regulatory process and ANILCA is Congress's mandate for park/preserve management.
2. Major changes for the park vs. preserve boundaries were suggested. These were not considered further because the Park Service wants to gain more knowledge about resource values of the areas mentioned for boundary changes before making any proposals.
3. Alternative E in the workbook was dropped from consideration because of its extremely high cost, potential for impacts on resources, and lack of public support.
4. ANILCA requires that the Chitna-McCarthy Road be evaluated for scenic highway designation. The decision on this issue has been made in a separate planning process.

## REMAINDER OF THE PLANNING PROCESS

Publication of this document will be followed by a 90-day public comment period. The document is being sent to all who have expressed interest in planning for the park/preserve. Public meetings will be held in several communities to discuss this plan. After reviewing the public comments, the draft plan may be revised or modified and presented to the NPS Alaska regional director for a decision, based on the environmental assessment, as to whether there is potential for significant environmental effects from plan implementation. If so, an environmental impact statement will be prepared; otherwise, a finding of no significant impact will be prepared. After approval by the regional director, the final general management plan will be submitted to the Alaska Land Use Council for its concurrence. The plan will then be submitted to the director of the National Park Service for final approval. Upon approval by the director, the final GMP will be printed and released.

## CURRENT LIST OF REVIEWERS

U.S. Government  
Advisory Council on Historic Preservation  
Bureau of Indian Affairs  
Bureau of Land Management  
Bureau of Mines  
Chugach National Forest  
Coast Guard, Seventeenth District  
District Director, Customs Service  
Federal Highway Administration  
Federal Information Center

Fish and Wildlife Service  
Forest Service  
Forestry Science Lab  
Kenai National Wildlife Refuge  
Regional Environmental Officer, Department of the Interior, Office  
of the Secretary  
Tetlin National Wildlife Refuge  
Tok Area Manager, Bureau of Land Management  
Tongass National Forest

#### Alaska

Alaska Congressional Delegation  
Alaska Lands Act Coordinating Committee  
Attorney General's Office  
Citizens Advisory Commission on Federal Areas  
Conservation System Unit Planning Office  
Department of Environmental Conservation  
Department of Fish and Game  
Department of Natural Resources  
Department of Transportation and Public Facilities  
Director of Natural Resources and Subsistence  
Division of Parks  
Office of the Governor  
State Forester's Office  
State Historic Preservation Officer  
University of Alaska, Arctic Bibliographer  
University of Alaska, Cooperative Park Study Unit  
University of Alaska, Office of Land Management  
University of Alaska, Wildlife Research Unit

#### Canada/International

International Boundary Commission  
Kluane National Park  
Parks Canada

#### Native Interests

Ahtna, Inc.  
Alaska Federation of Natives  
Chugach Natives, Inc.  
Doyon Corporation  
Eyak Corporation  
Kwan Corporation  
Sealaska Corporation  
Tatitlek Corporation

#### Local Governments

City of Cordova  
City of Valdez  
City of Yakutat

#### Others

Aaes Inc.  
Adventure Unlimited  
Alaska Alpine Club

Alaska Conservation Society  
Alaska Land Use Council  
Alaska Legal Services  
Alaska Travel Adventures  
Alaska Trophy Outfitters  
Alaska Wilderness Safaris  
Alaska Wilderness Expeditions, Inc.  
American Petroleum Institute  
Anaconda Copper Company  
Anchorage Audubon Society  
Associated General Contractors  
Atlantic Richfield Company  
Boone and Crockett Club  
Boreal Institute for Northern Studies  
Cordova Land Coalition  
Defenders of Wildlife  
Ducks Unlimited  
Exxon Company  
Friends of Animals  
Friends of the Earth  
Geneva Pacific Corporation  
Glacier Guides, Inc.  
Gulf Air Taxi  
Heritage North  
Hugh Glass Backpacking Company  
Indian Rights Association  
Institute of Arctic and Alpine Research, Univ. of Colorado  
Institute of Social and Economic Research  
Interior River Users Association  
Interior Village Association  
International Snowmobile Association  
Izaak Walton League of America  
KCAM Radio  
National Audubon Society  
National Parks and Conservation Association  
National Rifle Association  
National Wildlife Federation  
Pioneer Outfitters  
Safari Club International  
Sierra Club  
Sobek Expeditions  
Soil Conservation Society of America  
South Central Trappers Association  
Southeast Alaska Federation  
Tetra Tech Inc.  
The Wilderness Society  
Trout Unlimited  
Trumpeter Swan Society  
Trustees for Alaska  
Tundra Lodge  
Valdez Historical Society  
Value Engineering Consultants  
Wildlife Management Institute







APPENDIXES  
BIBLIOGRAPHY  
PLANNING TEAM



## APPENDIX A: MANAGEMENT OBJECTIVES

### ADMINISTRATION

Manage the park/preserve according to applicable laws, regulations, executive orders, and policies.

Maintain adequate staff and administrative facilities to perpetuate the resources of the park/preserve and provide for visitor services.

Maintain the airstrips at Chisana and May Creek to accommodate air cargo.

Establish and maintain administrative headquarters and most ranger stations outside the boundaries of the park/preserve for administration, for visitor contact points and interpretation, for basing patrol operations, for launching search and rescue missions, and for cooperative resources management.

Develop and execute staffing plans that recognize the knowledge and skills of local persons and the effects of severe environmental conditions on worker productivity.

### Natural Resources

Manage natural resources to perpetuate ecological processes and systems.

Encourage traditional and new users of the park/preserve's natural resources to understand and respect ecosystems and to help maintain the natural processes and relationships among them.

Collect information and data about the fluctuating populations of wildlife and changing habitats so managers have a basis for making decisions to allow natural forces to operate as freely as possible.

Encourage and assist nonfederal landowners and users of park and preserve resources to help perpetuate the natural features of the area.

Maintain communications and cooperative working arrangements with the Alaska Department of Fish and Game and the Alaska fisheries and game boards for regulating consumptive uses of natural resources and for maintaining habitats for and populations of fish and wildlife.

Work cooperatively and interdependently with managers of Parks Canada and the Tetlin National Wildlife Refuge in areas of mutual concern.

Elicit the cooperation of knowledgeable individuals, groups, institutions, and agencies in collecting and utilizing current data about the natural resources.

Maintain rivers in their free-flowing state while continuing to study their features and uses so that river management plans are current.

Maintain high environmental standards for the protection of natural resources in mining areas.

Consult and cooperate with landowners and land managers--within and adjacent to the park/preserve--in formulating land protection options that will protect and perpetuate natural resources.

### Cultural Resources

Establish and maintain programs to collect information and data about cultural resources so that management can provide for their protection and public enjoyment.

Maintain high environmental standards in mining areas to reduce the potential for adversely impacting historical and cultural resources.

Carry out programs to identify, evaluate, and preserve prehistoric and historic resources in a manner consistent with NPS policy and legislative and executive requirements.

Encourage and assist nonfederal landowners within the park/preserve and individuals and groups in surrounding communities to preserve cultural resources and perpetuate the cultural heritage of the region.

Collect oral and written information from and about the long-time residents involved in the development of the region and use this with other information and data in interpretive materials and programs for the education and enjoyment of visitors.

Identify and evaluate prehistoric and historic sites and structures--both in use and idle--for possible designation in the National Register of Historic Places and the Alaska Heritage Resource Survey.

Elicit cooperation from and provide assistance to private owners of historical objects, structures, and sites so that these historical resources may be preserved.

In conjunction with the Subsistence Resource Commission of the park, study traditional uses and harvests of resources as a basis for preparing and keeping current a management plan for traditional uses.

### Visitor Use and Interpretation

Provide visitors with services, materials, and interpretive programs to enhance their knowledge of park/preserve resources and their opportunities for enjoyable and educational visits.

In accordance with provisions of ANILCA and other federal law, provide all visitors with adequate and feasible access to park/preserve resources.

Accommodate visitors using resources of the park/preserve in keeping with legislation and special regulations for Alaska park units which allow for some harvest of wildlife and plant materials.



In cooperation with the state of Alaska, accommodate sporthunters in the preserve, guided by management's concerns and responsibilities to maintain the quality of wildlife habitat and healthy populations of wildlife.

Encourage and provide information and technical assistance to local businesses providing visitor services.

Study and inventory recreational resources and develop a recreational management plan accommodating such visitors as mountain climbers, river runners, campers, sportfishermen, backpackers, photographers, and horseback groups.

Provide visitors with information about the wilderness character of the park/preserve and about the congressional mandate to protect and perpetuate wilderness values.

### Visitor Protection and Safety

Provide well-trained, well-equipped field personnel to operate effectively in matters of search and rescue, emergency assistance, and law enforcement.

Establish procedures and programs to prevent injuries to visitors by providing such safety measures as voluntary registration, reports of weather and other conditions, information about visitor contact points and possible shelter, and emergency message systems.

Through cooperative agreements with the Alaska State Troopers and the Air Force Rescue Coordination Center and through the judicious uses of volunteer groups, plan and carry out efficient and effective procedures for providing visitor protection and safety.

Inform the public of the inherent dangers in the hazardous environment of the park/preserve.

### Development of Facilities

Undertake development or construction projects architecturally harmonious with the natural and cultural setting, using the most suitable materials and equipment to conserve resources and protect the environment.

Establish--preferably through rental or lease--a park and preserve headquarters site and district offices to facilitate management and operations and to provide contact points and services for visitors.

Observe and collect data on visitor uses and determine the need for and feasibility of cataloging trails, primitive campsites, primitive shelters, access points, and remote river crossings.

Obtain and maintain adequate facilities for maintenance, storage, communications, and transportation.

Encourage private enterprise to provide services both inside and outside the park and preserve, with accommodations and bases for operations outside the park/preserve wherever possible.

### Concessions

Identify the levels and types of commercial visitor services necessary and appropriate for the area. Negotiate concessions contracts, permits, and licenses in accordance with section 1207 of ANILCA, and PL 89-249 (Concessions Policy Act), and issue them as appropriate to those best able to meet the needs of the public.

Establish programs to collect data on visitor numbers and needs and make this information available to potential concessioners so that accommodations and services are the result of visitor needs and are compatible with proper management of park/preserve resources.

### Cooperative Activities

Develop cooperative management programs with managers of nonfederal resources within the park/preserve and with managers of adjoining lands and waters to perpetuate viable populations of wildlife species, fish and wildlife habitats, and cultural resources; provide for visitor services and resource uses; develop essential services for the protection of human life; and promote complementary uses of adjacent lands and waters.

Continue to work cooperatively with the U.S. Fish and Wildlife Service and the state of Alaska Department of Natural Resources, Department of Fish and Game, and Fish and Game Boards in areas of mutual concerns such as fish and wildlife, their habitats, subsistence uses, harvests, and disseminating public information.

Enter into and sustain cooperative, mutually benefiting agreements with Parks Canada to conduct studies, share information, facilitate management and operations, and provide visitor services.

APPENDIX B: COMPLIANCE WITH LAWS, POLICIES,  
AND EXECUTIVE ORDERS

The legislative and policy requirements of the following acts have been met in the plan; appropriate details are in the descriptions of actions in the plan and impacts.

Alaska National Interest Lands Conservation Act

Act of August 25, 1916, and act of August 18, 1970, as amended, providing the basic authority establishing the National Park Service and giving it the responsibility of protecting and providing for the enjoyment of park resources

Clean Air Act of 1970, as amended

Coastal Zone Management Act

Federal Water Pollution Control Act of 1970, as amended

Executive Orders 11988 (Floodplain Management), 11990 (Protection of Wetlands); and 11644 and 11989 (Offroad Vehicle Use)

Surface Mining Control and Reclamation Act of 1977

National Environmental Policy Act of 1969, as amended

Safe Drinking Water Act

Water Resources Planning Act

Solid Waste Disposal Act

Environmental Pesticide Control Act of 1972

Rehabilitation Act of 1973

General Authorities Act of 1970, as amended

Payment in Lieu of Taxes Act

Antiquities Act

Historic Sites Act

National Historic Preservation Act

Archeological Conservation Act

Archeological Resource Protection Act

Concession Policy Act

Endangered Species Act

APPENDIX C: PROJECTS FROM RESOURCE  
MANAGEMENT PLAN

<u>SUBJECT</u>	<u>PRIORITY</u>
<u>Administrative</u>	
Data Base Management	4
<u>Physical Factors</u>	
Health, Safety, and Environmental Hazard Management	1
Monitoring of Climatological Conditions	24
Air Quality Management	25
Preservation of Unique Geological Features	23
Floodplain Management	26
<u>Human Use</u>	
Validity Examinations of Mining Claims	7
Mining and Minerals Management	3
Management of All-Terrain Vehicle Use	2
Livestock Use Management	6
River Use Management	20
Forest Products Management	5
Coastal Zone Protection	11
<u>Vegetation</u>	
Fire Management	9
Vegetation Management	18
<u>Wildlife</u>	
Mentasta Caribou Herd Management	12
Predator/Prey Relationship	13
Chitina Bison Herd Management	8
Mountain Goat Management	19
Furbearer Management	10
Chisana Caribou Herd Management	16
Sensitive, Threatened, or Endangered Species Management	14
Wolf Management	17
Ecology of Samovar Hills/Oily Lake System	21
Catalog of Fish Genetic Characteristics	22
Fisheries Management	15
<u>Cultural</u>	
Historic Resource Management	C-1
Subsistence Use Management	C-2
Archeological Site Management	C-3
Malaspina Forelands Subsistence Use Management	C-4



## APPENDIX D: COST ESTIMATES FOR ALTERNATIVES

### NOTES

Costs are shown only for NPS facilities, but many of these may be obtained through long-term leases rather than NPS construction. Private enterprise or concession facilities are excluded.

Gross costs are shown in 1983 dollars. Planning, design, supervision, and contingencies are included.

Where ranger stations, maintenance facilities, employee housing areas, and similar developments are shown, costs include structures, utilities, parking, and site work.

Quantities are only estimates. Actual quantities may vary according to availability of lease space or funds available for construction.

### SUMMARY

<u>Alternatives</u>	<u>Net Construction Cost</u>
Alternative A (no action)	No Additional Costs
Alternative B	\$ 7,636,000
Alternative C	\$21,154,000
Alternative D	\$21,658,000

### ALTERNATIVE A

There would be no capital improvement costs associated with this no-action alternative. Whatever minimal improvements may become necessary would be funded from the park operating budget.

## ALTERNATIVE B

### Glennallen-Copper Center Area

Headquarters--2,400 sq. ft.	\$ 530,000
Maintenance facility--1,000 sq. ft.	230,000
Employee housing area--four-unit dorm	1,955,000

### Chitina Valley

Chitina ranger station--1,200 sq. ft.	275,000
Chitina maintenance facility--900 sq. ft.	205,000
Chitina employee housing area--two-unit dorm	205,000
Confluence entrance sign	5,000
Confluence wayside exhibit	3,000
McCarthy Road improvements--sections totaling 12 miles	2,400,000
McCarthy parking area (west of river)--15 to 20 gravel spaces	20,000
McCarthy ranger station--1,200 sq. ft.	205,000
McCarthy wayside exhibit	3,000
McCarthy airstrip wayside exhibit	3,000
McCarthy walk-in campground--10 to 15 spaces	18,000

### Slana-Nabesna Area

Slana ranger station--1,000 sq. ft.	205,000
Slana maintenance facility--900 sq. ft.	205,000
Slana employee housing area--two-unit dorm	205,000
Slana wayside exhibit	3,000
Slana entrance sign	5,000
Slana airstrip--50 ft x 3,000 ft	25,000
Nabesna townsite parking (about milepost 42)-- 10 to 15 gravel spaces	10,000
Nabesna ranger station	205,000
Nabesna wayside exhibit	3,000

### Coastal Areas

Yakutat ranger station/residence--1,200 sq. ft.	275,000
Yakutat maintenance facility--900 sq. ft.	230,000
Yakutat wayside exhibit	3,000

### Backcountry Areas

Chisana ranger station--900 sq. ft.	<u>205,000</u>
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TOTAL \$ 7,636,000

## ALTERNATIVE C

### Glennallen-Copper Center Area

Headquarters--2,000 sq. ft.	\$ 460,000
Visitor contact station--1,200 sq. ft.	275,000
Maintenance facility--1,000 sq. ft.	230,000
Employee housing area--six houses, six-unit dorm	1,955,000

### Chitina Valley

Chitina ranger station	205,000
Confluence entrance sign	5,000
McCarthy Road improvements 60 mi gravel, three pullouts and wayside exhibits, four comfort stations, and two picnic areas	12,220,000
McCarthy ranger station--1,200 sq. ft.	275,000
McCarthy maintenance facility--900 sq. ft.	205,000
McCarthy employee housing area--two-unit dorm	275,000
McCarthy campground--30 to 40 sites	60,000
McCarthy parking area--40 to 50 gravel spaces	30,000
McCarthy wayside exhibit	3,000
McCarthy interpretive building adaptation-- 1,000 sq. ft.	75,000
Kennecott interpretive building adaptation-- 1,000 sq. ft.	75,000
McCarthy airstrip wayside exhibit	3,000

### Slana-Nabesna Area

Slana visitor contact station--500 sq. ft.	70,000
Slana entrance sign	5,000
Nabesna townsite road (10 mi gravel) and parking (10-15 gravel spaces)	2,010,000
Nabesna ranger station--1,200 sq. ft.	275,000
Nabesna maintenance facility--900 sq. ft.	205,000
Nabesna employee housing area--two-unit dorm	205,000

### Coastal Areas

Yakutat ranger station--900 sq. ft.	205,000
Yakutat employee housing area--two-unit dorm	300,000
Yakutat maintenance facility--1,000 sq. ft.	230,000
Yakutat wayside exhibit	3,000
Russell Fjord cabins--four	112,000
Valdez visitor contact station--open-air shelter	30,000

### Backcountry Areas

Chisana ranger station--1,200 sq. ft.	275,000
Chisana wayside exhibit	3,000
Backcountry route water crossing improvements--10 to 15	750,000
Shelter cabins--five	125,000

TOTAL	\$21,154,000
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## ALTERNATIVE D

### Glennallen-Copper Center Area

Headquarters--2,400 sq. ft.	\$ 530,000
Visitor contact station--900 sq. ft.	205,000
Employee housing area--six houses, six-unit dorm	1,955,000

### Chitina Valley

Strelna ranger station--1,200 sq. ft.	275,000
Strelna maintenance facility--900 sq. ft.	205,000
Strelna employee housing area--two-unit dorm	205,000
McCarthy (Strelna) Road improvements-- 12 mi gravel	2,400,000
Kuskalana Road--16 mi gravel	3,200,000
Nugget Creek campground--40 to 50 improved sites	240,000
Nugget Creek river put-in	6,000
Nugget Creek trailhead--15 to 20 gravel spaces	23,000
Iron Mountain Road--4 mi gravel	800,000
Iron Mountain campground--5 to 10 sites	26,000
Iron Mountain trailhead--15 to 20 gravel spaces	23,000

### Slana-Nabesna Area

Slana wayside exhibit	3,000
Jack Lake ranger station--1,200 sq. ft.	275,000
Jack Lake maintenance facility--900 sq. ft.	205,000
Jack Lake employee housing area--two-unit dorm	205,000
Orange Hill Road (20 mi gravel) and bridge (700 ft)	7,150,000
Orange Hill ranger station--3,000 sq. ft.	690,000
Orange Hill campground--40 to 50 improved sites	240,000
Orange Hill trailhead--15 to 20 gravel spaces	23,000
Nabesna trailhead--15 to 20 gravel spaces	23,000
Nabesna wayside exhibit	3,000

### Coastal Areas

Yakutat ranger station--1,200 sq. ft.	275,000
Yakutat employee housing area--two-unit dorm	230,000
Yakutat maintenance facility--1,000 sq. ft.	230,000
Yakutat wayside exhibit	3,000
Valdez visitor contact station--open-air shelter	30,000

### Backcountry Areas

Trails--200 mi	<u>1,980,000</u>
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TOTAL \$21,658,000



## APPENDIX E: CONSISTENCY DETERMINATION OF THE DRAFT PLAN WITH THE ALASKA COASTAL MANAGEMENT PLAN

### INTRODUCTION

Although federal lands are excluded from the coastal zone, the Coastal Zone Management Act of 1976 requires that federal agencies in conducting activities or undertaking development directly affecting the coastal zone shall ensure that the activities or developments be consistent with approved state management programs to the extent practicable.

The Alaska Coastal Management Program (ACMP) and Final Environmental Impact Statement of May 1979 set forth the standards for consistency determination.

The ACMP identifies major uses and activities, and groups of resource and habitat standards requiring a determination of consistency. The basis for this consistency determination is the Environmental Assessment prepared for the draft general management plan for Wrangell-St. Elias National Park/Preserve.

### CONSISTENCY WITH MAJOR USES AND ACTIVITIES

#### Coastal Development (6 AAC 80.040)

NPS Draft Plan: Development actions would be confined to Yakutat where a ranger station with maintenance space, housing, and information wayside are proposed. Discharging of dredged or fill material would not be required.

#### Geophysical Hazard Areas (6 AAC 80.050)

NPS Draft Plan: Proposed facilities at Yakutat will be designed to withstand storms coming directly off the Gulf of Alaska, and to be resistant to earthquakes expected in the area. The area is far removed from glacially active areas. Additional natural hazards identified in the ACMP include variable ground conditions and sea ice and icebergs, but these are not matters of concern in Yakutat.

An exact site for the proposed facilities has not been selected and soils in the area have not been evaluated in detail. It is anticipated that no problems would be encountered of such magnitude that construction of facilities would be prohibited.

#### Recreation (6 AAC 80.060)

NPS Draft Plan: Recreational activities and opportunities would not be changed significantly in the coastal region of the park/preserve. No restrictions would be placed on backcountry use.

#### Energy Facilities (6 AAC 80.070)

Not applicable.

#### Transportation and Utilities (6 AAC 80.080)

NPS Draft Plan: Existing transportation methods, including water access, would not be affected, and utilities would be obtained from existing systems.

#### Fish and Seafood Processing (6 AAC 80.090)

Not applicable.

#### Timber Harvest and Processing (6 AAC 80.100)

Not applicable.

#### Mining and Mineral Processing (6 AAC 80.110)

Not applicable in coastal zone at park/preserve.

#### Subsistence (6 AAC 80.120)

NPS Draft Plan: Existing subsistence uses include hunting, fishing, trapping, and other uses of renewable resources. These uses are compatible with provisions of subsistence legislation and NPS policy.

### CONSISTENCY WITH HABITAT AND RESOURCE STANDARDS

#### Habitats (6 AAC 80.130)

NPS Draft Plan: The general management plan would continue to preserve natural resources and associated processes. No NPS proposal would significantly affect any of the listed habitat.

#### Air, Land, and Water Quality (6 AAC 80.140)

NPS Draft Plan: All standards of the Alaska Department of Environmental Conservation will be met. Appropriate and necessary permits and review of proposed actions are an inherent part of the general management plan process and subsequent planning and design.

## Historic, Prehistoric, and Archeological Resources (6 AAC 80.150)

NPS Draft Plan: Historic and archeological surveys are in preparation and all cultural resources are being protected according to NPS policies and standards. Procedures are in effect to protect any further resources discovered during implementation of this plan. All ACMP standards have been met and exceeded.

## CONSISTENCY CONCLUSIONS

All phases of the ACMP have been met, as discussed above, in the planning for this project. It is determined that this project is in conformity, to the extent practicable, with the Alaska Coastal Management Program.

APPENDIX F: ANILCA, SECTION 1302 (LAND ACQUISITION)  
AND SECTION 907 (ALASKA LAND BANK PROGRAM)

SECTION 1302

PUBLIC LAW 96-487—DEC. 2, 1980

LAND ACQUISITION AUTHORITY

SEC. 1302. (a) **GENERAL AUTHORITY.**—Except as provided in subsections (b) and (c) of this section, the Secretary is authorized, consistent with other applicable law in order to carry out the purposes of this Act, to acquire by purchase, donation, exchange, or otherwise any lands within the boundaries of any conservation system unit other than National Forest Wilderness.

(b) **RESTRICTIONS.**—Lands located within the boundaries of a conservation system unit which are owned by—

(A) the State or a political subdivision of the State;

(B) a Native Corporation or Native Group which has Natives as a majority of its stockholders;

(C) the actual occupant of a tract, title to the surface estate of which was on, before, or after the date of enactment of this Act conveyed to such occupant pursuant to subsections 14(c)(1) and 14(h)(5) of the Alaska Native Claims Settlement Act, unless the Secretary determines that the tract is no longer occupied for the purpose described in subsections 14(c)(1) or 14(h)(5) for which the tract was conveyed and that activities on the tract are or will be detrimental to the purposes of the unit in which the tract is located; or

(D) a spouse or lineal descendant of the actual occupant of a tract described in subparagraph (C), unless the Secretary determines that activities on the tract are or will be detrimental to the purposes of the unit in which the tract is located—

may not be acquired by the Secretary without the consent of the owner.

(c) **EXCHANGES.**—Lands located within the boundaries of a conservation system unit (other than National Forest Wilderness) which are owned by persons or entities other than those described in subsection (b) of this section shall not be acquired by the Secretary without the consent of the owner unless prior to final judgment on the value of the acquired land, the owner, after being offered appropriate land of similar characteristics and like value (if such land is available from public lands located outside the boundaries of any conservation system unit), chooses not to accept the exchange. In identifying public lands for exchange pursuant to this subsection, the Secretary shall consult with the Alaska Land Use Council.

(d) **IMPROVED PROPERTY.**—No improved property shall be acquired under subsection (a) without the consent of the owner unless the Secretary first determines that such acquisition is necessary to the fulfillment of the purposes of this Act or to the fulfillment of the purposes for which the concerned conservation system unit was established or expanded.

(e) **RETAINED RIGHTS.**—The owner of an improved property on the date of its acquisition, as a condition of such acquisition, may retain for himself, his heirs and assigns, a right of use and occupancy of the improved property for noncommercial residential or recreational purposes, as the case may be, for a definite term of not more than twenty-five years, or in lieu thereof, for a term ending at the death of the owner or the death of his spouse, whichever is later. The owner shall elect the term to be reserved. Unless the property is wholly or partially donated, the Secretary shall pay to the owner the fair market value of the owner's interest in the property on the date of its acquisition, less the fair market value on that date of the right retained by the owner. A right retained by the owner pursuant to this section shall be subject to termination by the Secretary upon his

determination that such right is being exercised in a manner inconsistent with the purposes of this Act, and it shall terminate by operation of law upon notification by the Secretary to the holder of the right of such determination and tendering to him the amount equal to the fair market value of that portion which remains unexpired.

(f) **DEFINITION.**—For the purposes of this section, the term "improved property" means—

(1) a detached single family dwelling, the construction of which was begun before January 1, 1980 (hereinafter referred to as the "dwelling"), together with the land on which the dwelling is situated to the extent that such land—

(A) is in the same ownership as the dwelling or is Federal land on which entry was legal and proper, and

(B) is designated by the Secretary to be necessary for the enjoyment of the dwelling for the sole purpose of noncommercial residential use, together with any structures necessary to the dwelling which are situated on the land so designated, or

(2) property developed for noncommercial recreational uses, together with any structures accessory thereto which were so used on or before January 1, 1980, to the extent that entry onto such property was legal and proper.

In determining when and to what extent a property is to be considered an "improved property", the Secretary shall take into consideration the manner of use of such buildings and lands prior to January 1, 1980, and shall designate such lands as are reasonably necessary for the continued enjoyment of the property in the same manner and to the same extent as existed before such date.

(g) **CONSIDERATION OF HARDSHIP.**—The Secretary shall give prompt and careful consideration to any offer made by the owner of any property within a conservation system unit to sell such property, if such owner notifies the Secretary that the continued ownership is causing, or would result in, undue hardship.

(h) **EXCHANGE AUTHORITY.**—Notwithstanding any other provision of law, in acquiring lands for the purposes of this Act, the Secretary is authorized to exchange lands (including lands within conservation system units and within the National Forest System) or interests therein (including Native selection rights) with the corporations organized by the Native Groups, Village Corporations, Regional Corporations, and the Urban Corporations, and other municipalities and corporations or individuals, the State (acting free of the restrictions of section 6(i) of the Alaska Statehood Act), or any Federal agency. Exchanges shall be on the basis of equal value, and either party to the exchange may pay or accept cash in order to equalize the value of the property exchanged, except that if the parties agree to an exchange and the Secretary determines it is in the public interest, such exchanges may be made for other than equal value.

(i)(1) The Secretary is authorized to acquire by donation or exchange, lands (A) which are contiguous to any conservation system unit established or expanded by this Act, and (B) which are owned or validly selected by the State of Alaska.

(2) Any such lands so acquired shall become a part of such conservation system unit.



## SECTION 907

### ALASKA LAND BANK

**SEC. 907. (a) ESTABLISHMENT; AGREEMENTS.**—(1) In order to enhance the quantity and quality of Alaska's renewable resources and to facilitate the coordinated management and protection of Federal, State, and Native and other private lands, there is hereby established the Alaska Land Bank Program. Any private landowner is authorized as provided in this section to enter into a written agreement with the Secretary if his lands adjoin, or his use of such lands would directly affect, Federal land, Federal and State land, or State land if the State is not participating in the program. Any private landowner described in subsection (c)(2) whose lands do not adjoin, or whose use of such lands would not directly affect either Federal or State lands also is entitled to enter into an agreement with the Secretary. Any private landowner whose lands adjoin, or whose use of such lands would directly affect, only State, or State and private lands, is authorized as provided in this section to enter into an agreement with the State of Alaska if the State is participating in the program. If the Secretary is the contracting party with the private landowner, he shall afford the State an opportunity to participate in negotiations and become a party to the agreement. An agreement may include all or part of the lands of any private landowner: *Provided*, That lands not owned by landowners described in subsection (c)(2) shall not be included in the agreement unless the Secretary, or the State, determines that the purposes of the program will be promoted by their inclusion.

(2) If a private landowner consents to the inclusion in an agreement of the stipulations provided in subsections (b)(1), (b)(2), (b)(4), (b)(5), and (b)(7), and if such owner does not insist on any additional terms which are unacceptable to the Secretary or the State, as appropriate, the owner shall be entitled to enter into an agreement pursuant to this section. If an agreement is not executed within one hundred and twenty days of the date on which a private landowner communicates in writing his consent to the stipulations referred to in the preceding sentence, the appropriate Secretary or State agency head shall execute an agreement. Upon such execution, the private owner shall receive the benefits provided in subsection (c) hereof.

(3) No agreement under this section shall be construed as affecting any land, or any right or interest in land, of any owner not a party to such agreement.

**(b) TERMS OF AGREEMENT.**—Each agreement referred to in subsection (a) shall have an initial term of ten years, with provisions, if any, for renewal for additional periods of five years. Such agreement shall contain the following terms:

(1) The landowner shall not alienate, transfer, assign, mortgage, or pledge the lands subject to the agreement except as provided in section 14(c) of the Alaska Native Claims Settlement Act, or permit development or improvement on such lands except as provided in the agreement. For the purposes of this section only, each agreement entered into with a landowner described in

subsection (c)(2) shall constitute a restriction against alienation imposed by the United States upon the lands subject to the agreement.

(2) Lands subject to the agreement shall be managed by the owner in a manner compatible with the management plan, if any, for the adjoining Federal or State lands, and with the requirements of this subsection. If lands subject to the agreement do not adjoin either Federal or State lands, they shall be managed in a manner compatible with the management plan, if any, of Federal or State lands which would be directly affected by the use of such private lands. If no such plan has been adopted, or if the use of such private lands would not directly affect either Federal or State lands, the owner shall manage such lands in accordance with the provisions in paragraph (1) of this subsection. Except as provided in (8) of this subsection, nothing in this section or the management plan of any Federal or State agency shall be construed to require a private landowner to grant public access on or across his lands.

(3) If the surface landowner so consents, such lands may be made available for local or other recreational use: *Provided*, That the refusal of a private landowner to permit the uses referred to in this subsection shall not be grounds for the refusal of the Secretary or the State to enter into an agreement with the landowner under this section.

(4) Appropriate Federal and/or State agency heads shall have reasonable access to such privately owned land for purposes relating to the administration of the adjoining Federal or State lands, and to carry out their obligations under the agreement.

(5) Reasonable access to such land by officers of the State shall be permitted for purposes of conserving fish and wildlife.

(6) Those services or other consideration which the appropriate Secretary or the State shall provide to the owner pursuant to subsection (c)(1) shall be set forth.

(7) All or part of the lands subject to the agreement may be withdrawn from the Alaska land bank program not earlier than ninety days after the landowner—

(A) submits written notice thereof to the other parties which are signatory to the agreement; and

(B) pays all Federal, State and local property taxes and assessments which, during the particular term then in effect, would have been incurred except for the agreement, together with interest on such taxes and assessments in an amount to be determined at the highest rate of interest charged with respect to delinquent property taxes by the Federal, State or local taxing authority, if any.

(8) The agreement may contain such additional terms, which are consistent with the provisions of this section, as seem desirable to the parties entering into the agreement: *Provided*, That the refusal of the landowner to agree to any additional terms shall not be grounds for the refusal of the Secretary or the State to enter into an agreement with the landowner under this section.

**(c) BENEFITS TO PRIVATE LANDOWNERS.**—So long as the landowner is in compliance with the agreement, he shall, as to lands encompassed by the agreement, be entitled to the benefits set forth below:

(1) In addition to any requirement of applicable law, the appropriate Secretary is authorized to provide technical and other assistance with respect to fire control, trespass control, resource and land use planning, the management of fish and wildlife, and the protection, maintenance, and enhancement of any special values of the land subject to the agreement, all with or without reimbursement as agreed upon by the parties.

(2) As to Native Corporations and all other persons or groups that have received or will receive lands or interests therein pursuant to the Alaska Native Claims Settlement Act or sections 901 and 902 of this title, immunity from—

(A) adverse possession;

(B) real property taxes and assessments by the United States, the State, or any political subdivision of the State: *Provided*, That such immunity shall cease if the lands involved are leased or developed, as such terms are used in section 21(d) of the Alaska Native Claims Settlement Act;

(C) judgment in any action at law or equity to recover sums owed or penalties incurred by any Native Corporation or Native Group or any officer, director, or stockholder of any such Corporation or Group. On or before January 31 of each year beginning the fourth year after the date of enactment of this Act, the Secretary shall publish in the Federal Register and in at least three newspapers of general circulation in the State the percentage of conveyed land entitlement which each Native Corporation or Group has elected to include in the Alaska Land Bank Program as of the end of the preceding year.

(3) If the State enacts laws of general applicability which are consistent with this section and which offer any or all of the benefits provided in subsection (c)(2) hereof, as to private landowners who enter into an agreement referred to in subsection (a) to which agreement the State is a party, such laws, unless and until repealed, shall supersede the relevant subparagraph of subsection (c)(2) and shall govern the grant of the benefit so provided: *Provided*, That the enactment of such State laws shall not be construed as repealing, modifying, or otherwise affecting the applicability of the immunity from Federal real property taxes and assessments provided in subsection (c)(2)(B) or the immunity from judgments in any Federal action at law or equity provided in subsections (c)(2)(C).

(4)(A) Except as provided in subsection (c)(2), nothing in this section shall be construed as affecting the civil or criminal jurisdiction of the State of Alaska.

(B) Privately owned lands included in the Alaska Land Bank Program shall be subject to condemnation for public purposes in accordance with the provisions of this Act and other applicable law.

**(d) INTERIM GRANT OF BENEFITS.**—Notwithstanding any other provision of this section, unless the landowner decides otherwise, the benefits specified in subsection (c)(2) shall apply to lands conveyed pursuant to the Alaska Native Claims Settlement Act, or sections 901 and 902 of this title for a period of three years from the date of conveyance or the date of enactment of this Act, whichever is later: *Provided*, That this subsection shall not apply to any lands which on the date of enactment of this Act are the subject of a mortgage, pledge or other encumbrance.

**(e) REVENUE SHARING, FIRE PROTECTION, ETC.**—The provisions of section 21(e) of the Alaska Native Claims Settlement Act shall apply to all lands which are subject to an agreement under this section so long as the parties to the agreement are in compliance therewith.

**(f) EXISTING CONTRACTS.**—Nothing in this section shall be construed as impairing, or otherwise affecting in any manner, any contract or other obligation which was entered into prior to the enactment of this Act or which (1) applies to any land which is subject to an agreement, and (2) was entered into before the agreement becomes effective.

# APPENDIX G: ACCESS PROVISIONS

## General Access Provisions for Subsistence and Recreation

### Wrangell-St. Elias National Park/Preserve

	<u>Subsistence</u>	<u>Reference</u> <sup>1</sup>	<u>Recreation</u>	<u>Reference</u> <sup>1</sup>	<u>Changes Proposed in Plan</u>
Snowmachine	Yes	ANILCA 811 36CFR13.46	Yes	ANILCA 1110 36CFR13.10	None
	Except: A	13.30	Except: A	13.30	
Offroad Vehicles and All-Terrain Vehicles	No	ANILCA 811 36CFR13.46	No	ANILCA 101, 201(9) 36CFR13.14 4.19 Exec. Orders 11644, 11989	None
	Except: D	36CFR13.46			
Motorboat	Yes	ANILCA 811 36CFR13.46	Yes	36CFR13.11 Wild. Act Sec. 4(d)(1) <sup>2</sup>	None
	Except: A	13.30	Except: A	13.30	
Fixed-Wing Aircraft	No	ANILCA 811 36CFR 13.13 13.45	Yes	36CFR13.13 Wild. Act Sec. 4(d)(1) <sup>2</sup>	None
	Except: C	13.73	Except: A	13.30	
Helicopter	No	36CFR13.13	No Except: B	ANILCA 1110 36CFR13.13	None
Pack Animals <sup>3</sup>	Yes	ANILCA 811 36CFR13.46	Yes	ANILCA 1110 36CFR13.12	None
	Except: A	13.30 2.16 1.4	Except: A	13.30 2.16 1.4	
Dogs	Yes Except: A	ANILCA 811 36CFR 2.16 1.4 13.30	Yes Except: A	ANILCA 1110 36CFR 2.16 13.12 1.4 13.30	None
Ultralights, hovercraft, and airboats	No	ANILCA 811 36CFR 2.17 13.46	No	ANILCA 1110 36CFR 2.17 13.13	None

## Exceptions

- A The superintendent may close an area or restrict an activity on an emergency, temporary, or permanent basis. 36 CFR13.30.
- B The use of a helicopter in any park area, other than at designated landing areas or pursuant to the terms and conditions of a permit issued by the superintendent, is prohibited. 36 CFR13.13(f)
- C The use of fixed-wing aircraft for access to and from park and monument lands (not preserve units) for the purposes of taking fish and wildlife for subsistence is prohibited (36 CFR 13.13). In extraordinary cases local rural residents, in particular residents of Yakutat for access to the Malaspina forelands area, may use aircraft on park lands for taking fish and wildlife in accordance with a permit issued by the superintendent (36 CFR 13.45, 13.73).
- D The use of offroad vehicles (ORVs), including all-terrain vehicles (ATVs) for subsistence purposes, will be allowed on designated routes under a permit system in areas where their use was customary and traditional. The superintendent will designate routes in accordance with Executive Orders 11644 and 11989 and 36 CFR 4.19. Current ORV use is limited to existing routes by a permit system controlled by the superintendent. Pursuant to 36 CFR Section 1.5 and 13.30, the superintendent may designate routes, close routes, or impose restrictions on the season of use or type and size of ORV vehicles.

## Footnotes

- 1 "ANILCA" refers to sections of the Alaska National Interest Lands Conservation Act of 1980; "36CFR13" refers to part 13 of title 36 of the Code of Federal Regulations, "National Park System Units in Alaska." (See appendix K.)
- 2 Wilderness Act, section 4(d)(1) states in part, "within wilderness areas . . . the use of aircraft or motorboats, where these uses already become established, may be permitted to continue subject to such restrictions as the Secretary . . . deems desirable."
- 3 "Pack animal" means horses, burros, mules, or other hooved mammals when designated as pack animals by the superintendent.



## OTHER ACCESS PROVISIONS

### Wrangell-St. Elias National Park/Preserve

<u>Provision</u>	<u>Reference</u>	<u>Changes Proposed in Plan</u>
1. <u>Access to Inholdings</u> (Valid property or occupancy interest including mining claims)  Ensures adequate and feasible access which will not cause significant adverse impacts on natural or other values or jeopardize public health and safety; under terms and conditions of permit from superintendent, mine must also have approved plan of operations for access.	ANILCA 1110 36CFR13.15 13.31	None
2. <u>Temporary Access</u> (Applies to state and private land-owners not covered in sections 13.10 through 13.15)  Superintendent shall permit temporary access across a park area for survey, geophysical, exploratory, or similar temporary activities on nonfederal lands when determined that such access will not result in permanent harm to park area resources.	ANILCA 1111 36CFR13.16	None
3. <u>Transportation and Utility Systems In and Across Conservation System Units</u>  Sets procedures for application, and approval process; proposal must be compatible with purposes for which the unit was established and no economically feasible and prudent alternative route exists; establishes terms and conditions of rights-of-way.	ANILCA Title XI	None
4. <u>R.S. 2477</u>  The Park Service is aware that the state might assert certain claims of rights-of-way under R. S. 2477. The Park Service intends to cooperate with the state (and any other claimant) in identifying these claims, the nature,	43 U.S.C. 932	None



extent, and validity of which may vary depending on the circumstances under which they were acquired or asserted. Notwithstanding that certain R.S. 2477 rights-of-way may exist, it will still be necessary for users of any right-of-way to comply with applicable NPS permit requirements.

- |  |                           |      |
|--|---------------------------|------|
| 5. <u>Navigation Aids and Other Facilities</u>   | ANILCA 1310               | None |
| <p>Access is provided to existing air and water navigation aids, communication sites, and facilities for weather, climate, and fisheries research and monitoring, subject to reasonable regulation. Access is also provided to facilities for national defense purposes.</p>   |                           |      |
| 6. <u>Alaska Department of Fish and Game</u>   | NPS/ADF&G                 | None |
| <div style="display: flex; justify-content: space-between;"> <div style="width: 55%;"> <p>The NPS recognizes the right of the department to enter onto park lands after timely notification to conduct routine management activities which do not involve construction, disturbance to the land, or alterations of ecosystems.</p> </div> <div style="width: 40%; text-align: center;"> <p>Memorandum<br/>of<br/>Understanding</p> </div> </div> |                           |      |
| 7. <u>Alaska Mineral Resource Assessment Program</u>   | ANILCA 1010               | None |
| <p>Allows for access by air for assessment activities by USGS and their designated agents permitted by ANILCA Sec. 1010, subject to regulations ensuring that such activities are carried out in an environmentally sound manner.</p>  |                           |      |
| 8. <u>Helicopter Use for General Research and Other Purposes</u>   | ANILCA 1110<br>36CFR13.13 | None |
| <p>The superintendent may permit the use of helicopters for research and other activities subject to terms and conditions prescribed by the superintendent.</p>  |                           |      |

## APPENDIX H: WILDERNESS MANAGEMENT

Section 701 of ANILCA designated approximately 9,687,200 acres of Wrangell-St. Elias National Park/Preserve as wilderness and directed that this wilderness be managed in accordance with the Wilderness Act of 1964, except as otherwise expressly provided for in ANILCA. The Wilderness Act states that wilderness areas:

. . . shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness.

Wilderness is then defined (in part) as:

an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitations, which is protected and managed so as to preserve its natural conditions. . . .

ANILCA made certain exceptions to the Wilderness Act which apply only to management of wilderness areas in Alaska. These are summarized below:

Section 1110(a) provides that the Secretary shall permit on conservation system units, which by definition in Section 102(4) includes units of the National Wilderness Preservation System:

. . . the use of snowmachines . . . , motorboats, airplanes and nonmotorized surface transportation methods for traditional activities (where such activities are permitted by this Act or other law) and for travel to and from villages and homesites. Such use shall be subject to reasonable regulations by the Secretary to protect the natural and other values of the (wilderness) . . . areas, and shall not be prohibited unless, after notice and hearing in the vicinity of the affected unit or area, the Secretary finds that such use would be detrimental to the resource values of the unit or area.

The National Park Service has incorporated this provision into the Code of Federal Regulations (36 CFR 13) covering the administration of national park system units in Alaska.

Most of the wilderness is rugged and relatively remote; however, airplanes, motorboats, and snowmachines have been used to gain access for traditional activities. Floatplane landings are possible on several of the lakes within the wilderness. In addition, planes land on gravel bars and primitive manmade airstrips, most of which were developed for Dall sheep hunting access before park/preserve establishment. The continued use of airplanes in the designated wilderness is allowed under the above cited sections of ANILCA and the Code of Federal Regulations (CFR). Helicopter landings are prohibited except in compliance with a permit issued by the superintendent.

Motorboats may also be used on bodies of water within wilderness. Snowmachine access occurs throughout the park/preserve and will continue to be allowed in the designated wilderness under the above cited sections of ANILCA and the CFR. No other forms of motorized access are permitted except as provided by ANILCA sections 1110 and 1111.

The Wilderness Act, section 4(a), states that, subject to existing private rights, there shall be:

. . . no commercial enterprise and no permanent road within any wilderness area . . . and except as necessary to meet minimum requirements for the administration of the area for purposes of this Act (including measures required in emergencies involving health and safety of persons within the area), there shall be no temporary road . . . and no structure or installation within the area.

Section 1303(a)(3) of ANILCA, however, allows the use and occupancy of cabins or other structures in national park system units under a permit system. Cabins and other structures not under a permit system may be used for official government business, for emergencies involving health and safety, and for general public use. In addition, the secretary, under section 1303(a)(4), may permit the construction and maintenance of cabins or other structures if he determines that the use is necessary for reasonable subsistence use. Section 1315 of ANILCA states:

Previously existing public use cabins within wilderness . . . may be permitted to continue and may be maintained or replaced subject to such restrictions as the Secretary deems necessary to preserve the wilderness character of the area.

Section 1315 also allows the construction of new cabins and shelters if necessary for the protection of public health and safety. Appropriate committees of the Congress must be notified of the intention to remove existing or construct new public use cabins or shelters in wilderness.

Section 1310 provides for access to and the operation, maintenance, and establishment of air and water navigation aids, communications sites and related facilities, and facilities for weather, climate, and fisheries research and monitoring in wilderness areas subject to reasonable regulation.

Section 1316 provides that the secretary shall permit, subject to reasonable regulations, temporary shelters and facilities on lands open to the taking of fish and wildlife except that the secretary may, subject to adequate notice, determine that such facilities constitute a significant expansion of existing facilities or are detrimental to unit purposes, including wilderness character, and thereupon deny such use.

Wilderness management under the above cited mandates has been integrated with other aspects of visitor use and resource management for the park/preserve which are discussed elsewhere in this document.

APPENDIX I: SUBSISTENCE EVALUATION  
PER SECTION 810 OF ANILCA

INTRODUCTION

Section 810(a) of ANILCA states:

In determining whether to withdraw, reserve, lease, or otherwise permit the use, occupancy, or disposition of public lands under any provision of law authorizing such actions, the head of the Federal agency having primary jurisdiction over such lands or his designee shall evaluate the effect of such use, occupancy, or disposition on subsistence uses and needs, the availability of other lands for the purpose sought to be achieved, and other alternatives which would reduce or eliminate the use, occupancy or disposition of public lands needed for subsistence purposes. No such withdrawal, reservation, lease, permit, or other use, occupancy or disposition of such lands which would significantly restrict subsistence uses shall be effected until the head of such Federal agency--

(1) gives notice to the appropriate State agency and the appropriate local committees and regional councils established pursuant to section 805;

(2) gives notice of, and holds, a hearing in the vicinity of the area involved; and

(3) determines that (A) such a significant restriction of subsistence uses is necessary, consistent with sound management principles for the utilization of the public lands, (B) the proposed activity will involve the minimal amount of public lands necessary to accomplish the purposes of such use, occupancy, or other disposition, and (C) reasonable steps will be taken to minimize adverse impacts upon subsistence uses and resources resulting from such actions.

The purposes for which the park/preserve was established and will be managed are presented in title II of ANILCA (see Introduction to the plan).

In addition, components of the national wilderness preservation system are to be administered pursuant to the Wilderness Act as amended by ANILCA (see appendix H for a discussion of specific management provisions).

Subsistence uses are to be permitted in conservation system units in accordance with title VIII of ANILCA. Section 102 defines the term "conservation system unit" to include any national park system unit in Alaska and any unit of the national wilderness preservation system.

EVALUATION CRITERIA

The potential for significant restriction must be evaluated for effects of the proposed action and alternatives upon ". . . subsistence uses and



needs, the availability of other lands for the purposes sought to be achieved and other alternatives which would reduce or eliminate the use." Restriction on subsistence use would be significant if there were large reductions in the abundance of harvestable resources, major redistributions of those resources, substantial interference with harvester access to active subsistence sites, or a major increase in nonrural resident hunting.

After evaluating the following criteria relative to the area, an evaluation of significance to subsistence activities can be made.

1. Whether:

- (a) there is likely to be a reduction in subsistence uses due to factors such as direct impacts on the resources, adverse impacts on habitat, or increased competition from nonrural harvesters.
- (b) there is likely to be a reduction in subsistence uses due to changes in availability of resources caused by an alteration in their distribution, migration, or location.
- (c) there is likely to be a reduction in subsistence uses due to limitations on the access to harvestable resources, such as by physical or legal barriers.

2. The availability of other lands that could be used for the proposed action, including an analysis of existing subsistence uses of those lands; and

3. Alternatives that would reduce or eliminate the proposed action from lands needed for subsistence purposes.

## ALTERNATIVES CONSIDERED

The National Park Service is proposing to implement a general management plan for Wrangell-St. Elias National Park/Preserve which would guide management of the area for the next five to 10 years. The plan presents proposed approaches to management of natural resources, cultural resources, visitor use and development, land management, and administration. The alternatives considered include

Draft General Management Plan (proposed action). Continuation of unstructured and wilderness-oriented uses, while providing new opportunities for a broader spectrum of visitors.

Alternative A (no action). Maintain conditions at 1984 levels.

Alternative B. Emphasis on wilderness-oriented uses, but minor improvements to existing roads, construction of minor facilities, and interpretive activities outside the park would be encouraged.

Alternative C. Moderately structured experiences along road corridors, with campgrounds, cabins at Nabesna, and some interpretive activities. Backcountry would remain undeveloped, but there would be some shelter cabins and improved stream crossings.

Alternative D. Major concessioner developments at Orange Hill, the upper Kuskulana Valley, and Iron Mountain. Improved access to developed areas, but most land would remain undeveloped.

## AFFECTED ENVIRONMENT

Most residents living in the region perform various subsistence activities to raise their standard of living or supplement their cash income (Reckord 1977, 1983). A minority of residents, usually isolated or living on low incomes, depend greatly on fish, game, vegetable foods, and wood from public lands. Except when frozen in the winter, the Copper River forms an effective barrier to subsistence uses in the park/preserve for people living along the main highways. Over 100 people reside within the park/preserve. They probably make greatest use of subsistence resources and are concentrated along the McCarthy Road, Nabesna Road, at Chisana, and at the May Creek/Dam Creek/Spruce Point area. Another area that receives significant subsistence use is the Malaspina forelands, although access is by boat or airplane from Yakutat (McNeary 1977).

Further information on subsistence is contained in the "Affected Environment" section.

## EVALUATION OF ALTERNATIVES

In the determination of potential restrictions to existing subsistence activities, the evaluation criteria were analyzed relative to existing subsistence resources which could be impacted. The draft general management plan and environmental assessment describe the total range of potential impacts which may occur. This section discusses any possible restrictions to subsistence activities.

### The Potential to Reduce Populations, Adversely Impact Habitat, or Increase Competition from Nonrural Harvesters

Potential to Reduce Populations. No significant declines in populations would result from implementation of any of the alternatives. Natural cycles in populations would continue. Habitat manipulation, control of other species, or aquaculture activities would not be undertaken for the purpose of maintaining subsistence uses within the park/preserve. Under Alternative D, proposed development, access improvements, and increased mining could disturb or destroy wildlife in areas where these actions would occur. To maintain healthy and natural game populations in the park and healthy populations in the preserve, stricter harvest regulations might have to be enforced in the area around the developments.

Potential to Adversely Impact Habitat. Under alternative A (no action), the possibility for adverse impacts to habitat is greater than under the other alternatives because there would not be a comprehensive approach to researching and monitoring the park/preserve's resources, including those habitats important to subsistence uses. Adverse impacts to habitat could go undetected until they reached a more serious or obvious stage.

The likelihood of this happening is not considered significant in view of the minor changes in resource conditions and uses expected over the next 10 years.

Under the proposed action and alternatives B, C, and D, improved administrative facilities, personnel, equipment, and natural resource information would improve protection and management of natural resources, including habitat important to subsistence resources. Under alternative C, however, McCarthy Road improvements and better access could affect important spawning areas at Long Lake. Every effort would be made during project design to avoid such impacts. Under alternative D, proposed development access improvements and increased mining could disturb or destroy wildlife habitat, especially in the Orange Hill and upper Kuskulana areas. The situation would be monitored and adverse impacts mitigated through mining plans of operation and the minerals management plan.

Potential to Increase Competition from Nonrural Harvesters. Alternative A (no action) has the least potential for increasing competition from nonrural harvesters because there would be no proposals to change existing conditions.

Under the proposed action and alternative B, subsistence users would encounter other users more frequently than alternative A. Effects would range from disturbance by nonconsumptive users to increased competition for resources from greater numbers of sporthunters in the preserve. Under alternative B, increased competition would be most probably along the McCarthy Road because of minor road improvements. User numbers, however, under either alternative, would not be much greater than existing conditions.

Due to road and information improvements proposed under alternative C, subsistence resource users would encounter other users more frequently than under previously discussed alternatives. The increase would be most noticeable along the McCarthy and Nabesna roads. Effects would range from disturbance by nonconsumptive users to increased competition for resources from greater numbers of sporthunters in the preserve. The magnitude of these changes is not known, but they would produce a moderate change from existing conditions.

Under alternative D, subsistence users would encounter other users more frequently than they do now. The increase would be most noticeable along the Nabesna Road and the proposed road to the Kuskulana/Iron Mountain area. Effects would range from disturbance by nonconsumptive users to increased competition for resources from greater numbers of sporthunters in the preserve. Specifically, more local rural residents would compete for the Dall sheep and other game in the Kuskulana/Iron Mountain area once access was improved. Stricter harvest regulations might have to be imposed.

Conclusion. None of the alternatives, including the proposed action, would result in a significant reduction in the population of any harvestable resource, adversely impact habitat, or significantly increase competition from nonrural harvesters.



## Availability of Subsistence Resources

The distribution, migration patterns, and location of subsistence resources are expected to remain essentially as is under any of the alternatives. Under Alternative D, minor displacement of wildlife could occur in areas where development, access improvement, and mining are proposed. Dall sheep range in the Kuskulana/Iron Mountain area would be especially affected by the proposals in this alternative.

Conclusion. None of the alternatives, including the proposed action, would result in significant changes in the availability of resources caused by an alteration in their distribution, migration, or location.

## Restriction of Access

Under all alternatives, access to the park/preserve for subsistence purposes is guaranteed by section 811 of ANILCA. The use of offroad vehicles (ORVs), including all-terrain vehicles (ATVs), by local rural residents for subsistence purposes will be permitted on designated routes where their use was customary and traditional under a permit system operated by the superintendent. The superintendent will designate routes in accordance with Executive Orders 11644 and 11989 and 36 CFR 4.19. Currently, ORV use is limited to existing routes under permits issued by the superintendent. In response to existing vegetation damage and soil erosion that is now occurring, an ORV study has been initiated to determine each route's ability to withstand various levels of ORV use according to soil, vegetation, and vehicle types. Based on this study, the superintendent will close routes, designate routes, and impose restrictions on the season of use, type and size of ORV vehicles, or the number of vehicles (pursuant to 36 CFR 1.5 and 13.30). The restrictions will be imposed to protect park/preserve resources and values by preventing the random expansion of ORV use off designated routes and the damage that ORV use can cause, while at the same time ensuring customary and traditional access according to ANILCA Section 811. Any closures, designations, or restrictions will be promulgated as special regulations pursuant to 36 CFR 4.19. The public will have the opportunity to review and comment on any proposed regulations prior to the final rulemaking.

Conclusion. Under the proposed action, restrictions on the use of ORVs for subsistence purposes may be imposed to protect park/preserve resources and values, while at the same time ensuring customary and traditional access according to ANILCA 811. No changes in the existing regulations for other forms of access are proposed in any of the alternatives, including the proposed action.

## Availability of Other Lands for the Proposed Action

There are no other lands available for this action because the park/preserve boundaries were established by Congress to achieve specific purposes. However, there are lands outside the park/preserve which are available for subsistence uses. The proposed plan is consistent



with the mandates of ANILCA, including title VIII and the National Park Service Organic Act.

#### Other Alternatives to Reduce or Eliminate Use of Public Lands Needed for Subsistence Purposes

No alternatives that would reduce or eliminate the use of public lands needed for subsistence purposes were identified because preparation of a general management plan is required by ANILCA, and the proposed plan is consistent with provisions of ANILCA related to subsistence. In addition, it is possible for subsistence users to utilize other lands outside the park/preserve, and they do. Subsistence users utilize the lands most easily accessible that can provide for their needs and extend their activities to other areas on an "as needed" basis.

#### CONSULTATION AND COORDINATION

The Alaska Department of Fish and Game, native organizations, and local residents were consulted throughout preparation of this plan. Further information is contained in the "Consultation and Coordination" section.

#### FINDINGS

Based on the above process and considering all the available information, this evaluation concludes that the proposed plan would not result in significant restrictions of subsistence uses within Wrangell-St. Elias National Park/Preserve.

APPENDIX J: NPS/ADF&G MEMORANDUM OF UNDERSTANDING

MASTER MEMORANDUM OF UNDERSTANDING  
BETWEEN  
THE ALASKA DEPARTMENT OF FISH AND GAME  
JUNEAU, ALASKA  
AND  
THE U.S. NATIONAL PARK SERVICE  
DEPARTMENT OF THE INTERIOR  
ANCHORAGE, ALASKA

This Master Memorandum of Understanding between the State of Alaska, Department of Fish and Game, hereinafter referred to as the Department and the U.S. Department of the Interior, National Park Service, hereinafter referred to as the Service, reflects the general policy guidelines within which the two agencies agree to operate.

WHEREAS, the Department, under the Constitution, laws, and regulations of the State of Alaska, is responsible for the management, protection, maintenance, enhancement, rehabilitation, and extension of the fish and wildlife resources of the State on the sustained yield principle, subject to preferences among beneficial uses; and

WHEREAS, the Service, by authority of the Constitution, laws of Congress, executive orders, and regulations of the U.S. Department of the Interior is responsible for the management of Service lands in Alaska and the conservation of resources on these lands, including conservation of healthy populations of fish and wildlife within National Preserves and natural and healthy populations within National Parks and Monuments; and

WHEREAS, the Department and the Service share a mutual concern for fish and wildlife resources and their habitats and desire to develop and maintain a cooperative relationship which will be in the best interests of both parties, the fish and wildlife resources and their habitats, and produce the greatest public benefit; and

WHEREAS, the Alaska National Interest Lands Conservation Act (ANILCA) and subsequent implementing Federal regulations recognize that the resources and uses of Service lands in Alaska are substantially different than those of similar lands in other states and mandate continued subsistence uses in designated National Parks, plus sport hunting and fishing, subsistence, and trapping uses in National Preserves under applicable State and Federal laws and regulations; and

WHEREAS, the Department and the Service recognize the increasing need to coordinate resource planning and policy development;

NOW, THEREFORE, the parties hereto do hereby agree as follows:

THE DEPARTMENT OF FISH AND GAME AGREES:

1. To recognize the Service's responsibility to conserve fish and wildlife and their habitat and regulate the human use on Service lands in Alaska, in accordance with the National Park Service Organic Act, ANILCA, and other applicable laws.
2. To manage fish and resident wildlife populations in their natural species diversity on Service lands, recognizing that nonconsumptive use and appreciation by the visiting public is a primary use and appreciation by the visiting public is a primary consideration.
3. To consult with the Regional Director or his representative in a timely manner and comply with applicable Federal laws and regulations before embarking on management activities on Service lands.
4. To act as the primary agency responsible for management of subsistence uses of fish and wildlife on State and Service lands, pursuant to applicable State and Federal laws.
5. To recognize that National Park areas were established, in part, to "assure continuation of the natural process of biological succession" and "to maintain the environmental integrity of the natural features found in them."

THE NATIONAL PARK SERVICE AGREES:

1. To recognize the Department as the agency with the primary responsibility to manage fish and resident wildlife within the State of Alaska.
2. To recognize the right of the Department to enter onto Service lands after timely notification to conduct routine management activities which do not involve construction, disturbance to the land, or alterations of ecosystems.
3. To manage the fish and wildlife habitat on Service lands so as to ensure conservation of fish and wildlife populations and their habitats in their natural diversity.
4. To cooperate with the Department in planning for management activities on Service lands which require permits, environmental assessments, compatibility assessments, or similar regulatory documents by responding to the Department in a timely manner.

5. To consider carefully the impact on the State of Alaska of proposed treaties or international agreements relating to fish and wildlife resources which could diminish the jurisdictional authority of the State, and to consult freely with the State when such treaties or agreements have a significant impact on the State.
6. To review Service policies in consultation with the Department to determine if modified or special policies are needed for Alaska.
7. To adopt Park and Preserve management plans whose provisions are in substantial agreement with the Department's fish and wildlife management plans, unless such plans are determined formally to be incompatible with the purposes for which the respective Parks and Preserves were established.
8. To utilize the State's regulatory process to the maximum extent allowed by Federal law in developing new or modifying existing Federal regulations or proposing changes in existing State regulations governing or affecting the taking of fish and wildlife on Service lands in Alaska.
9. To recognize the Department as the primary agency responsible for policy development and management direction relating to subsistence uses of fish and wildlife resources on State and Service lands, pursuant to applicable State and Federal laws.
10. To consult and cooperate with the Department in the design and conduct of Service research or management studies pertaining to fish and wildlife.
11. To consult with the Department prior to entering into any cooperative land management agreements.
12. To allow under special use permit the erection and maintenance of facilities or structures needed to further fish and wildlife management activities of the Department on Service lands, provided their intended use is not in conflict with the purposes for which affected Parks or Preserves were established.

THE DEPARTMENT OF FISH AND GAME AND THE NATIONAL PARK SERVICE  
MUTUALLY AGREE:

1. To coordinate planning for management of fish and wildlife resources on Service lands so that conflicts arising from differing legal mandates, objectives, and policies either do not arise or are minimized.



2. To consult with each other when developing policy, legislation, and regulations which affect the attainment of wildlife resource management goals and objectives of the other agency.
3. To provide to each other upon request fish and wildlife data, information, and recommendations for consideration in the formulation of policies, plans, and management programs regarding fish and wildlife resources on Service lands.
4. To recognize that the taking of fish and wildlife by hunting, trapping, or fishing on certain Service lands in Alaska is authorized in accordance with applicable State and Federal law unless State regulations are found to be incompatible with documented Park or Preserve goals, objectives or management plans.
5. To recognize for maintenance, rehabilitation, and enhancement purposes, that under extraordinary circumstances the manipulation of habitat or animal populations may be an important tool of fish and wildlife management to be used cooperatively on Service lands and waters in Alaska by the Service or the Department when judged by the Service, on a case by case basis, to be consistent with applicable law and Park Service policy.
6. That implementation by the Secretary of the Interior of subsistence program recommendations developed by Park and Park Monument Subsistence Resource Commissions pursuant to ANILCA Section 808(b) will take into account existing State regulations and will use the State's regulatory process as the primary means of developing Park subsistence use regulations.
7. To neither make, nor sanction any introduction or transplant any fish or wildlife species on Service lands without first consulting with the other party and complying with applicable Federal and State laws and regulations.
8. To cooperate in the development of fire management plans which may include establishment of priorities for the control of wildfires and use of prescribed fires.
9. To consult on studies for additional wilderness designations and in development of regulations for management of wilderness areas on Service lands.

10. To resolve, at field office levels, all disagreements pertaining to the cooperative work of the two agencies which arise in the field and to refer all matters of disagreement that cannot be resolved at equivalent field levels to the Regional Director and to the Commissioner for resolution before either agency expresses its position in public.
11. To meet annually to discuss matters relating to the management of fish and wildlife resources on, or affected by, Service lands.
12. To develop such supplemental memoranda of understanding between the Commissioner and the Regional Director as may be required to implement the policies contained herein.
13. That the Master Memorandum of Understanding is subject to the availability of appropriated State and Federal funds.
14. That this Master Memorandum of Understanding establishes procedural guidelines by which the parties shall cooperate, but does not create legally enforceable obligations or rights.
15. That this Master Memorandum of Understanding shall become effective when signed by the Commissioner of the Alaska Department of Fish and Game and the Alaska Regional Director of the National Park Service and shall continue in force until terminated by either party by providing notice in writing 120 days in advance of the intended date of termination.
16. That amendments to this Master Memorandum of Understanding may be proposed by either party and shall become effective upon approval by both parties.

STATE OF ALASKA  
Department of Fish and Game

U.S. DEPARTMENT OF THE INTERIOR  
National Park Service

By /s/ Ronald O. Skoog  
Ronald O. Skoog  
Commissioner

By /s/ John E. Cook  
John E. Cook  
Regional Director, Alaska

Date 14 October 1982

Date October 5, 1982

APPENDIX K: NATIONAL PARK SERVICE UNITS IN ALASKA  
36 CFR, PART 13

**PART 13—NATIONAL PARK SYSTEM  
UNITS IN ALASKA**

**Subpart A—Public Use and Recreation**

**Sec.**

- 13.1 Definitions.
- 13.2 Applicability and scope.
- 13.3 Penalties.
- 13.4 Information collection.
- 13.10 Snowmachines.
- 13.11 Motorboats.
- 13.12 Nonmotorized surface transportation.
- 13.13 Aircraft.
- 13.14 Off-road vehicles.
- 13.15 Access to inholdings.
- 13.16 Temporary access.
- 13.17 Cabins and other structures.
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- 13.22 Unattended or abandoned property.
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- 13.31 Permits.

**Subpart B—Subsistence**

- 13.40 Purpose and policy.
- 13.41 Applicability.
- 13.42 Definitions.
- 13.43 Determination of resident zones.
- 13.44 Subsistence permits for persons who permanently reside outside a resident zone.
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- 13.47 Subsistence fishing.
- 13.48 Subsistence hunting and trapping.
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- 13.50 Closure to subsistence uses.
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**Subpart C—Special Regulations—Specific  
Park Areas in Alaska**

- 13.60 Aniakchak National Monument and Preserve.
- 13.61 Bering Land Bridge National Preserve.
- 13.62 Cape Krusenstern National Monument.
- Sec.**
- 13.63 Denali National Park and Preserve.
- 13.64 Gates of the Arctic National Park and Preserve.
- 13.65 Glacier Bay National Park and Preserve.
- 13.66 Katmai National Park and Preserve.
- 13.67 Kenai Fjords National Park.
- 13.68 Klondike Gold Rush National Historical Park.

- 13.69 Kobuk Valley National Park.
- 13.70 Lake Clark National Park and Preserve.
- 13.71 Noatak National Preserve.
- 13.72 Sitka National Historical Park.
- 13.73 Wrangell-St. Elias National Park and Preserve.
- 13.74 Yukon-Charley Rivers National Preserve.

Authority: Sec. 3 of the Act of August 15, 1916 (39 Stat. 535, as amended (16 U.S.C. 3); 16 U.S.C. 1, 1a-1, 1c, 462); Alaska National Interest Lands Conservation Act (ANILCA), 94 Stat. 2371 and 1281; Pub. L. No. 96-487 (December 2, 1980); and the Paperwork Reduction Act of 1980, 94 Stat. 2812, Pub. L. No. 96-511.

**Subpart A—Public Use and Recreation**

**§ 13.1 Definitions.**

The following definitions shall apply to all regulations contained in this part:

(a) The term "adequate and feasible access" means a reasonable method and route of pedestrian or vehicular transportation which is economically practicable for achieving the use or development desired by the applicant on his/her non-federal land or occupancy interest, but does not necessarily mean the least costly alternative.

(b) The term "aircraft" means a machine or device that is used or intended to be used to carry persons or objects in flight through the air, including, but not limited to airplanes, helicopters and gliders.

(c) The term "ANILCA" means the Alaska National Interest Lands Conservation Act (94 Stat. 2371; Pub. L. 96-487 (December 2, 1980)).

(d) The term "carry" means to wear, bear or carry on or about the person and additionally, in the case of firearms, within or upon a device or animal used for transportation.

(e) The term "downed aircraft" means an aircraft that as a result of mechanical failure or accident cannot take off.

(f) The term "firearm" means any loaded or unloaded pistol, revolver, rifle, shotgun or other weapon which will or is designated to or may readily be converted to expel a projectile by the action of expanded gases, except that it does not include a pistol or rifle powered by compressed gas. The term "firearm" also includes irritant gas devices.

(g) The term "fish and wildlife" means any member of the animal kingdom,



including without limitation any mammal, fish, bird (including any migratory, nonmigratory or endangered bird for which protection is also afforded by treaty or other international agreement), amphibian, reptile, mollusk, crustacean, arthropod, or other invertebrate, and includes any part, produce, egg, or offspring thereof, or the dead body or part thereof.

(h) The term "fossil" means any remains, impression, or trace of any animal or plant of past geological ages that has been preserved, by natural processes, in the earth's crust.

(i) The term "gemstone" means a silica or igneous mineral including, but not limited to (1) geodes, (2) petrified wood, and (3) jade, agate, opal, garnet, or other mineral that when cut and polished is customarily used as jewelry or other ornament.

(j) The term "National Preserve" shall include the following areas of the National Park System:

Alagnak National Wild and Scenic River, Aniakchak National Preserve, Bering Land Bridge National Preserve, Denali National Preserve, Gates of the Arctic National Preserve, Glacier Bay National Preserve, Katmai National Preserve, Lake Clark National Preserve, Noatak National Preserve, Wrangell-St. Elias National Preserve, and Yukon-Charley National Preserve.

(k) The term "net" means a seine, weir, net wire, fish trap, or other implement designed to entrap fish, except a landing net.

(l) The term "off-road vehicle" means any motor vehicle designed for or capable of crosscountry travel on or immediately over land, water, sand, snow, ice, marsh, wetland or other natural terrain, except snowmachines or snowmobiles as defined in this chapter.

(m) The term "park areas" means lands and waters administered by the National Park Service within the State of Alaska.

(n) The term "person" means any individual, firm, corporation, society, association, partnership, or any private or public body.

(o) The term "possession" means exercising dominion or control, with or without ownership, over weapons, traps, nets or other property.

(p) The term "public lands" means lands situated in Alaska which are federally owned lands, except—

(1) land selections of the State of Alaska which have been tentatively approved or validly selected under the Alaska Statehood Act (72 Stat. 339) and lands which have been confirmed to, validly selected by, or granted to the Territory of Alaska or the State under any other provision of Federal law;

(2) land selections of a Native Corporation made under the Alaska Native Claims Settlement Act (85 Stat. 688) which have not been conveyed to a Native Corporation, unless any such selection is determined to be invalid or is relinquished; and

(3) lands referred to in section 19(b) of the Alaska Native Claims Settlement Act.

(q) The term "snowmachine" or "snowmobile" means a self-propelled vehicle intended for off-road travel primarily on snow having a curb weight of not more than 1,000 pounds (450 kg), driven by a track or tracks in contact with the snow and steered by a ski or skis on contact with the snow.

(r) The term "Superintendent" means any National Park Service official in charge of a park area, the Alaska Regional Director of the National Park Service, or an authorized representative of either.

(s) The term "take" or "taking" as used with respect to fish and wildlife, means to pursue, hunt, shoot, trap, net, capture, collect, kill, harm, or attempt to engage in any such conduct.

(t) The term "temporary" means a continuous period of time not to exceed 12 months, except as specifically provided otherwise.

(u) The term "trap" means a snare, trap, mesh, or other implement designed to entrap animals other than fish.

(v) The term "unload" means there is no unexpended shell or cartridge in the chamber or magazine of a firearm; bows, crossbows and spearguns are stored in such a manner as to prevent their ready use; muzzle-loading weapons do not contain a powder charge; and any other implement capable of discharging a missile into the air or under the water does not contain a missile or similar device within the loading or discharging mechanism.

(w) The term "weapon" means a firearm, compressed gas or spring powered pistol or rifle, bow and arrow, crossbow, blow gun, speargun, hand thrown spear, slingshot, explosive device, or any other implement designed to discharge missiles into the air or under the water.

### § 13.2 Applicability and scope.

(a) The regulations contained in this Part 13 are prescribed for the proper use and management of park areas in Alaska and supplement the general regulations of this chapter. The general regulations contained in this chapter are applicable except as modified by this Part 13.

(b) Subpart A of this Part 13 contains regulations applicable to park areas. Such regulations amend in part the

general regulations contained in this chapter. The regulations in Subpart A govern use and management, including subsistence activities, within the park areas, except as modified by Subparts B or C.

(c) Subpart B of this Part 13 contains regulations applicable to subsistence activities. Such regulations apply to park areas except Kenai Fjords National Park, Katmai National Park, Glacier Bay National Park, Klondike Gold Rush National Historical Park, Sitka National Historical Park, and parts of Denali National Park. The regulations in Subpart B amend in part the general regulations contained in this chapter and the regulations contained in Subpart A of this Part 13.

(d) Subpart C of this Part 13 contains special regulations for specific park areas. Such regulations amend in part the general regulations contained in this chapter and the regulations contained in Subparts A and B of this Part 13.

(e) The regulations contained in this Part 13 are applicable only on federally owned lands within the boundaries of any park area. For purposes of this part, "federally owned lands" means land interests held or retained by the United States, but does not include those land interests: (1) Tentatively approved, legislatively conveyed, or patented to the State of Alaska; or (2) interim conveyed or patented to a Native Corporation or person.

### § 13.3 Penalties.

Any person convicted of violating any provision of the regulations contained in this Part 13, or as the same may be amended or supplemented, may be punished by a fine not exceeding \$500 or by imprisonment not exceeding 6 months, or both, and may be adjudged to pay all costs of the proceedings (16 U.S.C. 3).

### § 13.4 Information collection.

The information collection requirements contained in §§ 13.13, 13.14, 13.15, 13.16, 13.17, 13.31, 13.44, 13.45, 13.49, and 13.51 have been approved by the Office of Management and Budget under 44 U.S.C. 3507 and assigned clearance number 1024-0015. The information is being collected to solicit information necessary for the Superintendent to issue permits and other benefits. This information will be used to grant statutory or administrative benefits. In all sections except 13.13, the obligation to respond is required to obtain a benefit. In § 13.13, the obligation to respond is mandatory.



**§ 13.10 Snowmachines.**

(a) The use of snowmachines (during periods of adequate snow cover or frozen river conditions) for traditional activities (where such activities are permitted by ANILCA or other law) and for travel to and from villages and homesites, is permitted within park areas, except where such use is prohibited or otherwise restricted by the Superintendent in accordance with the provisions of § 13.30. Nothing in this section affects the use of snowmobiles by local rural residents engaged in subsistence uses as authorized by § 13.46.

(b) For the purposes of this section "adequate snow cover" shall mean snow of sufficient depth to protect the underlying vegetation and soil.

**§ 13.11 Motorboats.**

Motorboats may be operated on all park area waters, except where such use is prohibited or otherwise restricted by the Superintendent in accordance with the provisions of § 13.30, or § 7.23(b)-(f) of this chapter. Nothing in this section affects the use of motorboats by local rural residents engaged in subsistence uses as authorized by § 13.46.

**§ 13.12 Nonmotorized surface transportation.**

The use of nonmotorized surface transportation such as domestic dogs, horses and other pack or saddle animals is permitted in park areas except where such use is prohibited or otherwise restricted by the Superintendent in accordance with the provisions of § 13.30. Nothing in this section affects the use of nonmotorized surface transportation by local rural residents engaged in subsistence uses as authorized by § 13.46.

**§ 13.13 Aircraft.**

(a) Fixed-wing aircraft may be landed and operated on lands and waters within park areas, except where such use is prohibited or otherwise restricted by the Superintendent in accordance with this section. The use of aircraft for access to or from lands and waters within a national park or monument for purposes of taking fish and wildlife for subsistence uses therein is prohibited as set forth in § 13.45.

(b) In imposing any prohibitions or restrictions on fixed-wing aircraft use the Superintendent shall: (1) Comply with the procedures set forth in § 13.30; (2) publish notice of prohibitions or restrictions as "Notices to Airmen" issued by the Department of Transportation; and (3) publish permanent prohibitions or restrictions as a regulatory notice in the United States

Government Flight Information Service "Supplement Alaska."

(c) Except as provided in paragraph (d) of this section, the owners of any aircraft downed after December 2, 1980, shall remove the aircraft and all component parts thereof in accordance with procedures established by the Superintendent. In establishing a removal procedure, the Superintendent is authorized to: (1) Establish a reasonable date by which aircraft removal operations must be complete; and (2) determine times and means of access to and from the downed aircraft.

(d) The Superintendent may waive the requirements of § 13.12(c) upon a determination that: (1) The removal of downed aircraft would constitute an unacceptable risk to human life; or (2) the removal of a downed aircraft would result in extensive resource damage; or (3) the removal of a downed aircraft is otherwise impracticable or impossible.

(e) Salvaging, removing, possessing, or attempting to salvage, remove or possess any downed aircraft or component parts thereof is prohibited, except in accordance with a removal procedure established under paragraph (c) of this section. *Provided, however,* That the owner or an authorized representative thereof may remove valuable component parts from a downed aircraft at the time of rescue without a permit.

(f) The use of a helicopter in any park area, other than at designated landing areas (see Subpart C regulations for each park area) pursuant to the terms and conditions of a permit issued by the Superintendent, is prohibited.

**§ 13.14 Off-road vehicles.**

(a) The use of off-road vehicles in locations other than established roads and parking areas is prohibited, except on routes or in areas designated by the Superintendent or pursuant to a valid permit as prescribed in paragraph (c) of this section or in § 13.15 or § 13.16. Such designations shall be made in accordance with procedures in this section. Nothing in this section affects the use of off-road vehicles by local rural residents engaged in subsistence as authorized by § 13.46.

(b)(1) The Superintendent's determination of whether to designate a route or area for off-road vehicle use shall be governed by Executive Order 11644, as amended.

(2) Route or area designations shall be published in the "Federal Register."

(3) Notice of routes or areas on which off-road travel is permitted shall be in accordance with the provisions of § 13.30(f).

(4) The closure or restrictions on use of designated routes or areas to off-road vehicles use shall be in accordance with the provisions of § 13.30.

(c) The Superintendent is authorized to issue permits for the use of off-road vehicles on existing off-road vehicle trails located in park areas (other than areas designated as part of the National Wilderness Preservation System) upon a finding that such off-road vehicle use would be compatible with park purposes and values. The Superintendent shall include in any permit such stipulations and conditions as are necessary for the protection of park purposes and values.

**§ 13.15 Access to inholdings.**

(a) *Purpose.* A permit for access to inholdings pursuant to this section is required only where adequate and feasible access is not affirmatively provided without a permit under §§ 13.10-13.14 of these regulations. Thus, it is the purpose of this section to ensure adequate and feasible access across a park area for any person who has a valid property or occupancy interest in lands within or effectively surrounded by a park area or other lands listed in section 1110(b) of ANILCA.

(b) *Application and Administration.* (1) Applications for a permit designating methods and routes of access across park areas not affirmatively provided for in this part shall be submitted to the Superintendent having jurisdiction over the affected park area as specified under § 13.31.

(2) Except as provided in paragraph (c) of this section, the access permit application shall contain the name and address of the applicant, documentation of the relevant property or occupancy interest held by the applicant (including for 1872 Mining Law claimants a copy of the location notice and recordings required under the 1872 Mining Law and 43 U.S.C. 1744), a map or physical description of the relevant property or occupancy interest, a map or physical description of the desired route of access, a description of the desired method of access, and any other information necessary to determine the adequacy and feasibility of the route or method of access and its impact on the natural or other values of the park area.

(3) The Superintendent shall specify in a nontransferable permit, adequate and feasible routes and methods of access across park areas for any person who meets the criteria of paragraph (a) of this section. The Superintendent shall designate the routes and methods desired by the applicant unless it is determined that:

(i) The route or method of access would cause significant adverse impacts on natural or other values of the park area, and adequate and feasible access otherwise exists; or

(ii) The route or method of access would jeopardize public health and safety, and adequate and feasible access otherwise exists.

(4) If the Superintendent makes one of the findings described in paragraph (b)(3) of this section, he/she shall specify such other alternate methods and routes of access as will provide the applicant adequate and feasible access, while minimizing damage to natural and other values of the park area.

(5) Any person holding an access permit shall notify the Superintendent of any significant change in the method or level of access from that occurring at the time of permit issuance. In such cases, the Superintendent may modify the terms and conditions of the permit, provided that the modified permit also assures adequate and feasible access under the standards of paragraph (b)(3) of this section.

(6) Routes and methods of access permitted pursuant to this section shall be available for use by guests and invitees of the permittee.

(c) *Access requiring permanent improvements.* (1) Application form and procedure. Any application for access to an inholding which proposes the construction or modification of an improved road (e.g., construction or modification of a permanent, year-round nature, and which involves substantial alteration of the terrain or vegetation, such as grading, gravelling of surfaces, concrete bridges, or other such construction or modification), or any other permanent improvement on park area lands qualifying as a "transportation or utility system" under Section 1102 of ANILCA, shall be submitted on the consolidated application form specified in Section 1104(h) of ANILCA, and processed in accordance with the procedures of Title XI of ANILCA.

(2) Decision-making standard. (i) If the permanent improvement is required for adequate and feasible access to the inholding (e.g., improved right-of-way or landing strip), the permit granting standards of paragraph (b) of this section shall apply.

(ii) If the permanent improvement is not required as part of the applicant's right to adequate and feasible access to an inholding (e.g., pipeline, transmission line), the permit granting standards of Sections 1104-1107 of ANILCA shall apply.

(d) *Clarification of the Applicability of 36 CFR Part 9.* (1) 1872 Mining Law

Claims and 36 CFR Subpart 9A. Since section 1110(b) of ANILCA guarantees adequate and feasible access to valid mining claims within park areas notwithstanding any other law, and since the 36 CFR 9.3 requirement for an approved plan of operations prior to the issuance of an access permit may interfere with needed access, 36 CFR 9.3 is no longer applicable in Alaska park areas. However, holders of patented or unpatented mining claims under the 1872 Mining Law (30 U.S.C. 22 *et seq.*) should be aware that 36 CFR 9.9, 9.10 independently require an approved plan of operations prior to conducting mining operations within a park area (except that no plan of operations is required for patented claims where access is not across federally-owned parklands).

(2) Non-Federal Oil and Gas Rights and 36 CFR Subpart 9B. Since section 1110(b) of ANILCA guarantees adequate and feasible access to park area inholdings notwithstanding any other law, and since 36 CFR Subpart 9B was predicated on the park area Superintendent's discretion to restrict and condition such access, 36 CFR Subpart 9B is no longer applicable in Alaska park areas.

#### § 13.16 Temporary access.

(a) *Applicability.* This section is applicable to State and private landowners who desire temporary access across a park area for the purposes of survey, geophysical, exploratory and other temporary uses of such nonfederal lands, and where such temporary access is not affirmatively provided for in §§ 13.10-13.15. State and private landowners meeting the criteria of § 13.15(a) are directed to utilize the procedures of § 13.15 to obtain temporary access.

(b) *Application.* A landowner requiring temporary access across a park area for survey, geophysical, exploratory or similar temporary activities shall apply to the Superintendent for an access permit and shall provide the relevant information described in section 13.15(b)(2), concerning the proposed access.

(c) *Permit standards, stipulations and conditions.* The Superintendent shall grant the desired temporary access whenever he/she determines that such access will not result in permanent harm to park area resources. The Superintendent shall include in any permit granted such stipulations and conditions on temporary access as are necessary to ensure that the access granted would not be inconsistent with the purposes for which the park area was reserved and to ensure that no

permanent harm will result to park area resources.

(d) *Definition.* For the purposes of this section, "temporary access" shall mean limited, short-term (i.e., up to one year from issuance of the permit) access, which does not require permanent facilities for access, to undeveloped State or private lands.

#### § 13.17 Cabins and other structures.

(a) *Purpose.* It is the purpose of this section to provide procedures and guidance for those occupying and using existing cabins and those wishing to construct new cabins within park areas.

(b) *Existing cabins or other structures.* (1) This subsection applies to all park areas in Alaska except Klondike Gold Rush National Historical Park, Sitka National Historical Park and the former Mt. McKinley National Park, Glacier Bay National Monument and Katmai National Monument.

(2) Cabins or other structures existing prior to December 18, 1973, may be occupied and used by the claimants to these structures pursuant to a nontransferable, renewable permit. This use and occupancy shall be for terms of five years. *Provided, however,* That the claimant to the structure, by application:

(i) Reasonably demonstrates by affidavit, bill of sale or other documentation proof of possessory interest or right of occupancy in the cabin or structure;

(ii) Submits an acceptable photograph or sketch which accurately depicts the cabin or structure and a map showing its geographic location;

(iii) Agrees to vacate and remove all personal property from the cabin or structure upon expiration of the permit;

(iv) Acknowledges in the permit that he/she has no interest in the real property on which the cabin or structure is located; and

(v) Submits a listing of the names of all immediate family members residing in the cabin or structure.

Permits issued under the provisions of this paragraph shall be renewed every five years until the death of the last immediate family member of the claimant residing in the cabin or structure under permit. Renewal will occur unless the Superintendent determines after notice and hearing, and on the basis of substantial evidence in the administrative record as a whole, that the use under the permit is causing or may cause significant detriment to the principal purposes for which the park area was established. The Superintendent's decision may be appealed pursuant to the provisions of 43 CFR 4.700.



(3) Cabins or other structures, the occupancy or use of which began between December 18, 1973, and December 1, 1978, may be used and occupied by the claimant to these structures pursuant to a nontransferable, nonrenewable permit. This use and occupancy shall be for a maximum term of 1 year: *Provided, however,* That the claimant, by application, complies with § 13.17(c)(1) (i) through (iv) above. Permits issued under the provisions of this paragraph may be extended by the Superintendent, subject to reasonable regulations, for a period not to exceed one year for such reasons as the Superintendent deems equitable and just.

(4) Cabins or other structures, construction of which began after December 1, 1978, shall not be available for use and occupancy, unless authorized under the provisions of paragraph (d) of this section.

(5) Cabins or other structures, not under permit, shall be used only for official government business: *Provided, however,* That during emergencies involving the safety of human life, or where designated for public use by the Superintendent through the posting of signs, these cabins may be used by the general public.

(c) *New Cabins or Other Structures Necessary for Subsistence Uses or Otherwise Authorized by Law.* The Superintendent may issue a permit under such conditions as he/she may prescribe for the construction, reconstruction, temporary use, occupancy, and maintenance of new cabins or other structures when he/she determines that the use is necessary to accommodate reasonably subsistence uses or is otherwise authorized by law. In determining whether to permit the use, occupancy, construction, reconstruction or maintenance of cabins or other structures, the Superintendent shall be guided by factors such as other public uses, public health and safety, environmental and resource protection, research activities, protection of cultural or scientific values, subsistence uses, endangered or threatened species conservation and other management considerations necessary to ensure that the activities authorized pursuant to this section are compatible with the purposes for which the park area was established.

(d) *Existing Cabin Leases or Permits.* Nothing in this section shall preclude the renewal or continuation of valid leases or permits in effect as of December 2, 1980, for cabins, homesites, or similar structures on federally owned lands. Unless the Superintendent issues specific findings, following notice and

an opportunity for the leaseholder or permittee to respond, that renewal or continuation of such valid permit or lease constitutes a direct threat or a significant impairment to the purposes for which the park area was established, he/she shall renew such valid leases or permits upon their expiration in accordance with the provisions of the original lease or permit subject to such reasonable regulations as he/she prescribe in keeping with the management objectives of the park area. Subject to the provisions of the original lease or permit, nothing in this paragraph shall necessarily preclude the Superintendent from transferring such a lease or permit to another person at the election or death of the original permittee or leasee.

#### § 13.18 Camping and picnicking.

(a) *Camping.* Camping is permitted in park areas except where such use is prohibited or otherwise restricted by the Superintendent in accordance with the provisions of § 13.30, or as set forth for specific park areas in Subpart C of this part.

(b) *Picnicking.* Picnicking is permitted in park areas except where such activity is prohibited by the posting of appropriate signs.

#### § 13.19 Weapons, traps and nets.

(a) This section applies to all park areas in Alaska except Klondike Gold Rush National Historical Park, Sitka National Historical Park and the former Mt. McKinley National Park, Glacier Bay National Monument and Katmai National Monument.

(b) Firearms may be carried within park areas in accordance with applicable Federal and State laws, except where such carrying is prohibited or otherwise restricted pursuant to § 13.30.

(c) Traps, bows and other implements authorized by State and Federal law for the taking of fish and wildlife may be carried within National Preserves only during those times when the taking of fish and wildlife is authorized by applicable law or regulation.

(d) In addition to the authorities provided in paragraphs (b) and (c) of this section, weapons (other than firearms) traps and nets may be possessed within park areas provided such weapons, traps or nets are within or upon a device or animal used for transportation and are unloaded and cased or otherwise packed in such a manner as to prevent their ready use while in a park area.

(e) Notwithstanding the provisions of this section, local rural residents who are authorized to engage in subsistence

uses, including the taking of wildlife pursuant to § 13.48, may use, possess, or carry traps, nets and other weapons in accordance with applicable State and Federal laws.

#### § 13.20 Preservation of natural features.

(a) This section applies to all park areas in Alaska except Klondike Gold Rush National Historical Park, Sitka National Historical Park, the former Mt. McKinley National Park, Glacier Bay National Monument, and Katmai National Monument.

(b) *Renewable Resources.* The gathering or collecting, by hand and for personal use only, of the following renewable resources is permitted:

(1) Natural plant food items, including fruits, berries and mushrooms, but not including threatened or endangered species;

(2) Driftwood and uninhabited seashells;

(3) Such plant materials and minerals as are essential to the conduct of traditional ceremonies by Native Americans; and

(4) Dead or downed wood for use in fires within park areas.

(c) *Rocks and Minerals.* Surface collection, by hand (including hand-held gold pans) and for personal recreational use only, of rocks and minerals is permitted: *Provided, however,* That (1) collection of silver, platinum, gemstones and fossils is prohibited, and (2) collection methods which may result in disturbance of the ground surface, such as the use of shovels, pickaxes, sluice boxes, and dredges, are prohibited.

(d) *Closure and Notice.* Under conditions where it is found that significant adverse impact on park resources, wildlife populations, subsistence uses, or visitor enjoyment of resources will result, the Superintendent shall prohibit the gathering or otherwise restrict the collecting of these items. Portions of a park area in which closures or restrictions apply shall be (1) published in at least one newspaper of general circulation in the State and designated on a map which shall be available for public inspection in the office of the Superintendent, or (2) designated by the posting of appropriate signs, or (3) both.

(e) *Subsistence.* Nothing in this section shall apply to local rural residents authorized to take renewable resources.

#### § 13.21 Taking of fish and wildlife.

(a) *Subsistence.* Nothing in this section shall apply to the taking of fish and wildlife for subsistence uses.

(b) *Fishing.* Fishing is permitted in all park areas in accordance with applicable State and Federal law, and such laws are hereby adopted and made a part of these regulations to the extent they are not inconsistent with § 2.13 of this chapter. With respect to the Cape Krusenstern National Monument, the Malaspina Glacier Forelands area of the Wrangell-St. Elias National Preserve, and the Dry Bay area of Glacier Bay National Preserve, the exercise of valid commercial fishing rights or privileges obtained pursuant to existing law—including any use of park area lands for campsites, cabins, motorized vehicles, and aircraft landings on existing airstrips which is directly incident to the exercise of such rights or privileges—may continue: *Provided, however,* That the Superintendent may restrict the use of park area lands directly incident to the exercise of these rights or privileges if he/she determines, after conducting a public hearing in the affected locality, that such use of park area lands constitutes a significant expansion of the use of park area lands beyond the level of such use during 1979.

(c) *Hunting and Trapping.* Hunting and trapping are permitted in all National Preserves in accordance with applicable State and Federal law, and such laws are hereby adopted and made a part of these regulations: *Provided, however,* That engaging in trapping activities, as the employee of another person is prohibited.

(d) *Closures and Restrictions.* The Superintendent may prohibit or restrict the taking of fish or wildlife in accordance with the provisions of § 13.30. Except in emergency conditions, such restrictions shall take effect only after consultation with the appropriate State agency having responsibility over fishing, hunting, or trapping and representatives of affected users.

#### § 13.22 Unattended or abandoned property.

(a) This section applies to all park areas in Alaska except Klondike Gold Rush National Historical Park and Sitka National Historical Park, or as further restricted for specific park areas in Subpart C of this part.

(b) Leaving any snowmachine, vessel, off-road vehicle or other personal property unattended for longer than 12 months without prior permission of the Superintendent is prohibited, and any property so left may be impounded by the Superintendent.

(c) The Superintendent may (1) designate areas where personal property may not be left unattended for any time period, (2) establish limits on the amount, and type of personal property

that may be left unattended, (3) prescribe the manner in which personal property may be left unattended, or (4) establish limits on the length of time personal property may be left unattended. Such designations and restrictions shall be (i) published in at least one newspaper of general circulation within the State, posted at community post offices within the vicinity affected, made available for broadcast on local radio stations in a manner reasonably calculated to inform residents in the affected community, and designated on a map which shall be available for public inspection at the office of the Superintendent, or (ii) designated by the posting of appropriate signs or (iii) both.

(d) In the event unattended property interferes with the safe and orderly management of a park area or is causing damage to the resources of the area, it may be impounded by the Superintendent at any time.

#### § 13.30 Closure procedures.

(a) *Authority.* The Superintendent may close an area or restrict an activity on an emergency, temporary, or permanent basis.

(b) *Criteria.* In determining whether to close an area or restrict an activity on an emergency basis, the Superintendent shall be guided by factors such as public health and safety, resource protection, protection of cultural or scientific values, subsistence uses, endangered or threatened species conservation, and other management considerations necessary to ensure that the activity or area is being managed in a manner compatible with the purposes for which the park area was established.

(c) *Emergency Closures.* (1) Emergency closures or restrictions relating to the use of aircraft, snowmachines, motorboats, or nonmotorized surface transportation shall be made after notice and hearing; (2) emergency closures or restrictions relating to the taking of fish and wildlife shall be accompanied by notice and hearing; (3) other emergency closures shall become effective upon notice as prescribed in § 13.30(f); and (4) no emergency closure or restriction shall extend for a period exceeding 30 days, nor may it be extended.

(d) *Temporary closures or restrictions.* (1) Temporary closures or restrictions relating to the use of aircraft, snowmachines, motorboats, or nonmotorized surface transportation or to the taking of fish and wildlife, shall not be effective prior to notice and hearing in the vicinity of the area(s) directly affected by such closures or restrictions, and other locations as

appropriate; (2) other temporary closures shall be effective upon notice as prescribed in § 13.30(f); (3) temporary closures or restrictions shall not extend for a period exceeding 12 months and may not be extended.

(e) *Permanent closures or restrictions.* Permanent closures or restrictions shall be published as rulemaking in the Federal Register with a minimum public comment period of 60 days and shall be accompanied by public hearings in the area affected and other locations as appropriate.

(f) *Notice.* Emergency, temporary and permanent closures or restrictions shall be (1) published in at least one newspaper of general circulation in the State and in at least one local newspaper if available, posted at community post offices within the vicinity affected, made available for broadcast on local radio stations in a manner reasonably calculated to inform residents in the affected vicinity, and designated on a map which shall be available for public inspection at the office of the Superintendent and other places convenient to the public; or (2) designated by the posting of appropriate signs; or (3) both.

(g) *Openings.* In determining whether to open an area to public use or activity otherwise prohibited, the Superintendent shall provide notice in the Federal Register and shall, upon request, hold a hearing in the affected vicinity and other locations as appropriate prior to making a final determination.

(h) Except as otherwise specifically permitted under the provisions of this part, entry into closed areas or failure to abide by restrictions established under this section is prohibited.

#### § 13.31 Permits.

(a) *Application.* (1) Application for a permit required by any section of this part shall be submitted to the Superintendent having jurisdiction over the affected park area, or in the absence of the Superintendent, the Regional Director. If the applicant is unable or does not wish to submit the application in written form, the Superintendent shall provide the applicant an opportunity to present the application orally and shall keep a record of such oral application.

(2) The Superintendent shall grant or deny the application in writing within 45 days. If this deadline cannot be met for good cause, the Superintendent shall so notify the applicant in writing. If the permit application is denied, the Superintendent shall specify in writing the reasons for the denial.



(b) *Denial and appeal procedures.* (1) An applicant whose application for a permit, required pursuant to this part, has been denied by the Superintendent has the right to have the application reconsidered by the Regional Director by contacting him/her within 180 days of the issuance of the denial. For purposes of reconsideration, the permit applicant shall present the following information:

(i) Any statement or documentation, in addition to that included in the initial application, which demonstrates that the applicant satisfies the criteria set forth in the section under which the permit application is made.

(ii) The basis for the permit applicant's disagreement with the Superintendent's findings and conclusions; and

(iii) Whether or not the permit applicant requests an informal hearing before the Regional Director.

(2) The Regional Director shall provide a hearing if requested by the applicant. After consideration of the written materials and oral hearing, if any, and within a reasonable period of time, the Regional Director shall affirm, reverse, or modify the denial of the Superintendent and shall set forth in writing the basis for the decision. A copy of the decision shall be forwarded promptly to the applicant and shall constitute final agency action.

## Subpart B—Subsistence

### § 13.40 Purpose and policy.

(a) Consistent with the management of fish and wildlife in accordance with recognized scientific principles and the purposes for which each park area was established, designated, or expanded by ANILCA, the purpose of this subpart is to provide the opportunity for local rural residents engaged in a subsistence way of life to do so pursuant to applicable State and Federal law.

(b) Consistent with sound management principles, and the conservation of healthy populations of fish and wildlife, the utilization of park areas is to cause the least adverse impact possible on local rural residents who depend upon subsistence uses of the resources of the public lands in Alaska.

(c) Nonwasteful subsistence uses of fish, wildlife and other renewable resources by local rural residents shall be the priority consumptive uses of such resources over any other consumptive uses permitted within park areas pursuant to applicable State and Federal law.

(d) Whenever it is necessary to restrict the taking of a fish or wildlife

population within a park area for subsistence uses in order to assure the continued viability of such population or to continue subsistence uses of such population, the population shall be allocated among local rural residents engaged in subsistence uses in accordance with a subsistence priority system based on the following criteria:

(1) Customary and direct dependence upon the resource as the mainstay of one's livelihood;

(2) Local residency; and

(3) Availability of alternative resources.

(e) The State of Alaska is authorized to regulate the taking of fish and wildlife for subsistence uses within park areas to the extent such regulation is consistent with applicable Federal law, including but not limited to ANILCA.

(f) Nothing in this subpart shall be construed as permitting a level of subsistence use of fish and wildlife within park areas to be inconsistent with the conservation of healthy populations, and within a national park or monument to be inconsistent with the conservation of natural and healthy populations, of fish and wildlife.

### § 13.41 Applicability.

Subsistence uses by local rural residents are allowed pursuant to the regulations of this Subpart in the following park areas:

(a) In national preserves;

(b) In Cape Krusenstern National Monument and Kobuk Valley National Park;

(c) Where such uses are traditional (as may be further designated for each park or monument in Subpart C of this part) in Aniakchak National Monument, Gates of the Arctic National Park, Lake Clark National Park, Wrangell-St. Elias National Park, and the Denali National Park addition.

### § 13.42 Definitions.

(a) *Local rural resident.* (1) As used in this part with respect to national parks and monuments, the term "local rural resident" shall mean either of the following:

(i) Any person who has his/her primary, permanent home within the resident zone as defined by this section, and whenever absent from this primary, permanent home, has the intention of returning to it. Factors demonstrating the location of a person's primary, permanent home may include, but are not limited to, the permanent address indicated on licenses issued by the State of Alaska Department of Fish and Game, driver's license, and tax returns, and the location of registration to vote.

(ii) Any person authorized to engage in subsistence uses in a national park or monument by a subsistence permit issued pursuant to § 13.44.

(b) *Resident zone.* As used in this part, the term "resident zone" shall mean the area within, and the communities and areas near, a national park or monument in which persons who have customarily and traditionally engaged in subsistence uses within the national park or monument permanently reside. The communities and areas near a national park or monument included as a part of its resident zone shall be determined pursuant to § 13.43 and listed for each national park or monument in Subpart C of this part.

(c) *Subsistence uses.* As used in this part, the term "subsistence uses" shall mean the customary and traditional uses by rural Alaska residents of wild, renewable resources for direct personal or family consumption as food, shelter, fuel, clothing, tools or transportation; for the making and selling of handicraft articles out of nonedible byproducts of fish and wildlife resources taken for personal or family consumption; for barter or sharing for personal or family consumption; and for customary trade. For the purposes of this paragraph, the term—

(1) "Family" shall mean all persons related by blood, marriage, or adoption, or any person living within the household on a permanent basis; and

(2) "Barter" shall mean the exchange of fish or wildlife or their parts taken for subsistence uses—

(i) For other fish or game or their parts; or

(ii) For other food or for nonedible items other than money if the exchange is of a limited and noncommercial nature; and

(3) "Customary trade" shall be limited to the exchange of furs for cash (and such other activities as may be designated for a specific park area in Subpart C of this part).

### § 13.43 Determination of resident zones.

(a) A resident zone shall include—

(1) the area within a national park or monument, and

(2) the communities and areas near a national park or monument which contain significant concentrations of rural residents who, without using aircraft as a means of access for purposes of taking fish or wildlife for subsistence uses (except in extraordinary cases where no reasonable alternative existed), have customarily and traditionally engaged in subsistence uses within a national park or monument. For purposes of

determining "significant" concentrations, family members shall also be included.

(b) After notice and comment, including public hearing in the affected local vicinity, a community or area near a national park or monument may be—

(1) Added to a resident zone, or

(2) Deleted from a resident zone, when such community or area does or does not meet the criteria set forth in paragraph (a) of this section, as appropriate.

(c) For purposes of this section, the term "family" shall mean all persons living within a rural resident's household on a permanent basis.

**§ 13.44 Subsistence permits for persons whose primary, permanent home is outside a resident zone.**

(a) Any rural resident whose primary, permanent home is outside the boundaries of a resident zone of a national park or monument may apply to the appropriate Superintendent pursuant to the procedures set forth in § 13.51 for a subsistence permit authorizing the permit applicant to engage in subsistence uses within the national park or monument. The Superintendent shall grant the permit if the permit applicant demonstrates that,

(1) Without using aircraft as a means of access for purposes of taking fish and wildlife for subsistence uses, the applicant has (or is a member of a family which has) customarily and traditionally engaged in subsistence uses within a national park or monument; or

(2) The applicant is a local rural resident within a resident zone for another national park or monument, or meets the requirements of paragraph (1) of this section for another national park or monument, and there exists a pattern of subsistence uses (without use of an aircraft as a means of access for purposes of taking fish and wildlife for subsistence uses) between the national park or monument previously utilized by the permit applicant and the national park or monument for which the permit applicant seeks a subsistence permit.

(b) In order to provide for subsistence uses pending application for and receipt of a subsistence permit, until August 1, 1981, any rural resident whose primary permanent home is outside the boundaries of a resident zone of a national park or monument and who meets the criteria for a subsistence permit set forth in paragraph (a) of this section may engage in subsistence uses in the national park or monument without a permit in accordance with applicable State and Federal law. Effective August 1, 1981, however, such

rural resident must have a subsistence permit as required by paragraph (a) of this section in order to engage in subsistence uses in the national park or monument.

(c) For purposes of this section, the term "family" shall mean all persons living within a rural resident's household on a permanent basis.

**§ 13.45 Prohibition of aircraft use.**

(a) Notwithstanding the provisions of § 13.12 the use of aircraft for access to or from lands and waters within a national park or monument for purposes of taking fish or wildlife for subsistence uses within the national park or monument is prohibited except as provided in this section.

(b) *Exceptions.* (1) In extraordinary cases where no reasonable alternative exists, the Superintendent shall permit, pursuant to specified terms and conditions, a local rural resident of an "exempted community" to use aircraft for access to or from lands and water within a national park or monument for purposes of taking fish or wildlife for subsistence uses.

(i) A community shall qualify as an "exempted community" if, because of the location of the subsistence resources upon which it depends and the extraordinary difficulty of surface access to these subsistence resources, the local rural residents who permanently reside in the community have no reasonable alternative to aircraft use for access to these subsistence resources.

(ii) A community which is determined, after notice and comment (including public hearing in the affected local vicinity), to meet the description of an "exempted community" set forth in paragraph (b)(1) of this section shall be included in the appropriate special regulations for each park and monument set forth in Subpart C of this part.

(iii) A community included as an "exempted community" in Subpart C of this part may be deleted therefrom upon a determination, after notice and comment (including public hearing in the affected local vicinity), that it does not meet the description of an "exempted community" set forth in paragraph (b)(1) of this section.

(2) Any local rural resident aggrieved by the prohibition on aircraft use set forth in this section may apply for an exception to the prohibition pursuant to the procedures set forth in § 13.51. In extraordinary cases where no reasonable alternative exists, the Superintendent may grant the exception upon a determination that the location of the subsistence resources depended upon and the difficulty of surface access

to these resources, or other emergency situation, requires such relief.

(c) Nothing in this section shall prohibit the use of aircraft for access to lands and waters within a national park or monument for purposes of engaging in any activity allowed by law other than the taking of fish and wildlife. Such activities include, but are not limited to, transporting supplies.

**§ 13.46 Use of snowmobiles, motorboats, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses.**

(a) Notwithstanding any other provision of this chapter, the use of snowmobiles, motorboats, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses is permitted within park areas except at those times and in those areas restricted or closed by the Superintendent.

(b) The Superintendent may restrict or close a route or area to use of snowmobiles, motorboats, dog teams, or other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses if the Superintendent determines that such use is causing or is likely to cause an adverse impact on public health and safety, resource protection, protection of historic or scientific values, subsistence uses, conservation of endangered or threatened species, or the purposes for which the park area was established.

(c) No restrictions or closures shall be imposed without notice and a public hearing in the affected vicinity and other locations as appropriate. In the case of emergency situations, restrictions or closures shall not exceed sixty (60) days and shall not be extended unless the Superintendent establishes, after notice and public hearing in the affected vicinity and other locations as appropriate, that such extension is justified according to the factors set forth in paragraph (b) of this section. Notice of the proposed or emergency restrictions or closures and the reasons therefor shall be published in at least one newspaper of general circulation within the State and in at least one local newspaper if appropriate, and information about such proposed or emergency actions shall also be made available for broadcast on local radio stations in a manner reasonably calculated to inform local rural residents in the affected vicinity. All restrictions and closures shall be designated on a map which shall be available for public inspection at the office of the



Superintendent of the affected park area and the post office or postal authority of every affected community within or near the park area, or by the posting of signs in the vicinity of the restrictions or closures, or both.

(d) Motorboats, snowmobiles, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses shall be operated (1) in compliance with applicable State and Federal law, (2) in such a manner as to prevent waste or damage to the park areas, and (3) in such a manner as to prevent the herding, harassment, hazing or driving of wildlife for hunting or other purposes.

(e) At all times when not engaged in subsistence uses, local rural residents may use snowmobiles, motorboats, dog teams, and other means of surface transportation in accordance with §§ 13.10, 13.11, 13.12, and 13.14, respectively.

#### § 13.47 Subsistence fishing.

Fish may be taken by local rural residents for subsistence uses in park areas where subsistence uses are allowed in compliance with applicable State and Federal law, including the provisions of §§ 2.13 and 13.21 of this chapter: *Provided, however,* That local rural residents in park areas where subsistence uses are allowed may fish with a net, seine, trap, or spear where permitted by State law. To the extent consistent with the provisions of this chapter, applicable State laws and regulations governing the taking of fish which are now or will hereafter be in effect are hereby incorporated by reference as a part of these regulations.

#### § 13.48 Subsistence hunting and trapping

Local rural residents may hunt and trap wildlife for subsistence uses in park areas where subsistence uses are allowed in compliance with applicable State and Federal law. To the extent consistent with the provisions of this chapter, applicable State laws and regulations governing the taking of wildlife which are now or will hereafter be in effect are hereby incorporated by reference as a part of these regulations.

#### § 13.49 Subsistence use of timber and plant material.

(a) Notwithstanding any other provision of this part, the non-commercial cutting of live standing timber by local rural residents for appropriate subsistence uses, such as firewood or house logs, may be permitted in park areas where subsistence uses are allowed as follows:

(1) For live standing timber of diameter greater than three inches at ground height, the Superintendent may permit cutting in accordance with the specifications of a permit if such cutting is determined to be compatible with the purposes for which the park area was established;

(2) For live standing timber of diameter less than three inches at ground height, cutting is permitted unless restricted by the Superintendent.

(b) The noncommercial gathering by local rural residents of fruits, berries, mushrooms, and other plant materials for subsistence uses, and the noncommercial gathering of dead or downed timber for firewood, shall be allowed without a permit in park areas where subsistence uses are allowed.

(c)(1) Notwithstanding any other provision of this part, the Superintendent, after notice and public hearing in the affected vicinity and other locations as appropriate, may temporarily close all or any portion of a park area to subsistence uses of a particular plant population only if necessary for reasons of public safety, administration, or to assure the continued viability of such population. For the purposes of this section, the term "temporarily" shall mean only so long as reasonably necessary to achieve the purposes of the closure.

(2) If the Superintendent determines that an emergency situation exists and that extraordinary measures must be taken for public safety or to assure the continued viability of a particular plant population, the Superintendent may immediately close all or any portion of a park area to the subsistence uses of such population. Such emergency closure shall be effective when made, shall be for a period not to exceed sixty (60) days, and may not subsequently be extended unless the Superintendent establishes, after notice and public hearing in the affected vicinity and other locations as appropriate, that such closure should be extended.

(3) Notice of administrative actions taken pursuant to this section, and the reasons justifying such actions, shall be published in at least one newspaper of general circulation within the State and at least one local newspaper if available, and information about such actions and reasons also shall be made available for broadcast on local radio stations in a manner reasonably calculated to inform local rural residents in the affected vicinity. All closures shall be designated on a map which shall be available for public inspection at the office of the Superintendent of the affected park area and the post office or postal authority of every affected

community within or near the park area, or by the posting of signs in the vicinity of the restrictions, or both.

#### § 13.50 Closure to subsistence uses of fish and wildlife.

(a) Notwithstanding any other provision of this part, the Superintendent, after consultation with the State and adequate notice and public hearing in the affected vicinity and other locations as appropriate, may temporarily close all or any portion of a park area to subsistence uses of a particular fish or wildlife population only if necessary for reasons of public safety, administration, or to assure the continued viability of such population. For purposes of this section, the term "temporarily" shall mean only so long as reasonably necessary to achieve the purposes of the closure.

(b) If the Superintendent determines that an emergency situation exists and that extraordinary measures must be taken for public safety or to assure the continued viability of a particular fish or wildlife population, the Superintendent may immediately close all or any portion of a park area to the subsistence uses of such population. Such emergency closure shall be effective when made, shall be for a period not to exceed sixty (60) days, and may not subsequently be extended unless the Superintendent establishes, after notice and public hearing in the affected vicinity and other locations as appropriate, that such closure should be extended.

(c) Notice of administrative actions taken pursuant to this section, and the reasons justifying such actions, shall be published in at least one newspaper of general circulation within the State and in at least one local newspaper if available, and information about such actions and reasons also shall be made available for broadcast on local radio stations in a manner reasonably calculated to inform local rural residents in the affected vicinity. All closures shall be designated on a map which shall be available for public inspection at the office of the Superintendent of the affected park area and the post office or postal authority of every affected community within or near the park area, or by the posting of signs in the vicinity of the restrictions, or both.

#### § 13.51 Application procedures for subsistence permits and aircraft exceptions.

(a) Any person applying for the subsistence permit required by § 13.44(a), or the exception to the prohibition on aircraft use provided by

§ 13.45(b)(2), shall submit his/her application to the Superintendent of the appropriate national park or monument. If the applicant is unable or does not wish to submit the application in written form, the Superintendent shall provide the applicant an opportunity to present the application orally and shall keep a record of such oral application. Each application must include (1) a statement which acknowledges that providing false information in support of the application is a violation of Section 1001 of Title 18 of the United States Code, and (2) additional statements or documentation which demonstrates that the applicant satisfies the criteria set forth in § 13.44(a) for a subsistence permit or § 13.45(b)(2) for the aircraft exception, as appropriate. Except in extraordinary cases for good cause shown, the Superintendent shall decide whether to grant or deny the application in a timely manner not to exceed forty-five (45) days following the receipt of the completed application. Should the Superintendent deny the application, he/she shall include in the decision a statement of the reasons for the denial and shall promptly forward a copy to the applicant.

(b) An applicant whose application has been denied by the Superintendent has the right to have his/her application reconsidered by the Alaska Regional Director by contacting the Regional Director within 180 days of the issuance of the denial. The Regional Director may extend the 180-day time limit to initiate a reconsideration for good cause shown by the applicant. For purposes of reconsideration, the applicant shall present the following information:

(1) Any statement or documentation, in addition to that included in the initial application, which demonstrates that the applicant satisfies the criteria set forth in paragraph (a) of this section;

(2) The basis for the applicant's disagreement with the Superintendent's findings and conclusions; and

(3) Whether or not the applicant requests an informal hearing before the Regional Director.

(c) The Regional Director shall provide a hearing if requested by the applicant. After consideration of the written materials and oral hearing, if any, and within a reasonable period of time, the Regional Director shall affirm, reverse, or modify the denial of the Superintendent and shall set forth in writing the basis for the decision. A copy of the decision shall be forwarded promptly to the applicant and shall constitute final agency action.

### Subpart C—Special Regulations— Specific Park Areas in Alaska

#### § 13.73 Wrangell-St. Elias National Park and Preserve.

(a) *Subsistence.*—(1) *Resident Zone.* The following communities and areas are included within the resident zone for Wrangell-St. Elias National Park:

Chisana  
Chistochina  
Chitina  
Copper Center  
Gakona  
Gakona Junction  
Glennallen  
Gulkana  
Kenny Lake  
Lower Tonsina  
McCarthy  
Mentasta Lake  
Nabesna  
Slana  
Tazlina  
Tok  
Tonsina  
Yakutat

(2) *Aircraft Use.* In extraordinary cases where no reasonable alternative exists local rural residents who permanently reside in the following exempted community(ies) may use aircraft for access to lands and waters within the park for subsistence purposes in accordance with a permit issued by the Superintendent:

Yakutat (for access to the Malaspina  
Forelands Area only)



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